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ABSTRACT

A report of the proceedings of the Fourth Annual Membership Meeting of the Appalachia Educational Laboratory is presented. Major presentations included (1) a profile of planning and development in the Appalachian region; (2) status reports for the states of Tennessee, Kentucky, West Virginia, Pennsylvania, and Ohio; (3) significant issues and questions identified during the conference; (4) a panel response; and (5) priorities and plans for the future of the region. The texts of major speeches are provided, as well as a list of personnel who attended the conference. (AL)

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THE EMERGING PATTERN

OF

APPALACHIA REGIONAL DEVELOPMENT

Proceedings of the
Fourth Annual Membership Meeting
of the

Appalachia Educational Laboratory, Inc.
Charleston, West Virginia

July 26-28, 1970
Morris Harvey College
Charleston, West Virginia

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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FROM THE AEL DIRECTOR

With colorful exhortations to sing together in closer harmony, the folk music and banter of the Morris brothers underlined Ralph Widner's keynote address on the critical need for cooperation in all aspects of Appalachian revitalization. Widner, executive director of the Appalachian Regional Commission, spoke on "The Profile of Planning and Development in the Appalachian Region" at the Sunday dinner meeting of the Fourth Annual Membership Meeting of the Appalachia Educational Laboratory.

We embarked upon this meeting with optimism and some ambitious goals. The program focus shifted this year from the previous orientation of research-reporting to one stressing action and implementation. This educational summit marked the first extensive regional effort to identify ways to move Appalachia's educational systems into the mainstream.

We found ourselves asking a lot of questions. How do you initiate and increase the tempo of educational change? What are the steps in implementing the new educational technology available? What are the barriers? What kinds of resources, talents and systems are necessary to restructure the educational patterns of this region?

We have asked these questions before. By no means did we find all the answers; however we now seem to see more clearly a course of action leading toward our goals. The questions served as a springboard for thought-provoking discussion. And from these brain-bending sessions, new alternatives began to emerge. New concepts were explored with enthusiasm as about 225 conference participants faced the challenges tossed at them from all sides.

In speech after speech, the theme of cooperation and coordination was stressed. We heard leading educators and representatives of state governments reiterate their confidence in the potential of this region. In his address at the closing session, Senator Jennings Randolph emphasized that development goals should be directed toward a quality life for all people in Appalachia. To affirm the importance of refocusing our efforts to reflect the changing spirit of Appalachia, Randolph concluded "...a better life is available, but it can only be had if we are willing to work together to attain it."

Participants seemed eager to assume the increasing leadership responsibilities which are demanded if, in fact, education is to become more relevant. There was honest recognition of the magnitude of the mission before us, but also increasing confidence in our abilities to manage the available tools and channel new resources into this monumental task of changing educational patterns that have become so deeply rooted in rural Appalachia.

It was gratifying to hear participants from all states indicate their awareness of the need to integrate educational planning into the comprehensive development efforts that are under way. And it was gratifying to note the progress being made toward these ends.

We witnessed an emerging awareness of the need to make more efficient and creative use of the available resources. We became more cognizant of the need to rethink our concepts of what constitutes meaningful education for Appalachian youth. And accountability in education was readily accepted as a healthy trend.

In state discussions we heard educators speak of going back to the grass-roots, involving local people to gain their perceptions of educational needs and then designing curricula relevant to their environment and their vocational requirements. There was considerable emphasis on the importance of maintaining local autonomy.

In these weeks following the annual meeting we have seen the beginnings of tangible results and indications that our optimism was justified. There is growing evidence that the dedication apparent at these sessions is now being supported by concrete steps to action.

We have also recognized that, perhaps much more than we realized, our paths are merging into a stronger, more unified effort than we previously had been aware of.

Perhaps we are on the verge of disproving that old mathematical axiom which states so positively "The whole of a quantity equals the sum of its parts." If we will but intensify our efforts to reach the common goal of improved education in Appalachia, we can make 2 + 2 = 5. We are confident that with cooperation and mutual support the sum of our efforts in the next several years will result in significantly greater educational opportunities for Appalachia's young people.

Benjamin E. Carmichael

Benjamin E. Carmichael
Director, Appalachia Educational Laboratory

THE PROFILE OF PLANNING AND DEVELOPMENT IN THE APPALACHIAN REGION

Mr. Ralph R. Widner*

One of the points that I wanted to make to you tonight was that those of you who are in this room and lots of others like you in other fields and other professions in Appalachia, are going to have to learn how to "sing together" a little more effectively than we have in the past. I wanted to make the point that when men and women sing together and work toward common objectives, which are in the interest of people, there is a kind of special beauty that emerges and I think we heard it in tonight's music.

I wanted to make the point that in trying to meet the needs of Appalachia and to solve her problems, we must not do damage to the great beauty that is in the soul of this great region, and we heard some of that in the musical commentary. I want to talk a little bit about the tragedy of this region, and we heard of that in a few of the songs. By implication, a lot of what the Morris brothers just sang about is behind some of the suggestions I'd like to make tonight.

Five years have now passed since Congress approved the Appalachian Regional Development Act.

The people have a right to know what has been accomplished since 1965 to start us on our way toward building a better future in this great region of 18 million persons.

What mistakes have we made? What lessons have we learned? What remains still to be done? We are well aware that -- if anything -- we have made only a beginning. In evaluating where we have been and where we must go from here, we must view the question dispassionately.

As free citizens, all of us have different expectations, different values, a different sense of priorities. Each one of us could point to specifics in which we are particularly interested but about which little has been done to date. But to provide individual criticism based on our own individual aspirations alone is not enough.

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*Executive Director, Appalachian Regional Commission, Washington, D. C.

Appalachian Program Must be Viewed in Perspective

Instead, we must look at our overall problem in Appalachia which we are all collectively attempting to solve and then see if we are on the right track toward making systematic inroads upon them.

This is what I intend to do in a very general fashion here tonight.

Any evaluation must begin in humility. There are still millions of people in Appalachia who do not have access to a good education, or to decent health, or to an adequate job, and who still live below a level of acceptable income. From their point of view, not very much has been accomplished to date.

Properly humbled, let us take a look at where we are.

The task set by Congress five years ago was to ultimately provide to the people of Appalachia incomes, standards of living, and opportunities for employment comparable to those enjoyed by the rest of the United States.

In order to accomplish this, two general decisions had to be made at the outset. First, some mechanisms had to be created that would enable us to marshall, as effectively as possible, the public and private resources of the nation and this region to solve the problems we all wished to correct.

Secondly, through those mechanisms, as democratically as possible, we would have to invent an overall strategy of attack which -- step by step -- could get us where we wanted to be some time in the future.

For a start, Congress invented a new kind of political institution which -- with all of its imperfections -- has, through a set of historical accidents, become something of a model for the rest of the country in helping to meet some of the inadequacies of the American federal system.

The Appalachian Regional Commission, comprised of the 13 Governors of the Appalachian states and the federal representative who speaks for the Office of the President, represented a new kind of bridge between the states and the federal government which, in theory made possible "partnership" decisions on public questions for the first time.

Local Voices to Dominate

But, obviously, a bridge between the states and the federal government is not enough. The people of each locality must have the dominant voice in designing their own future. Some other instrument had to be devised. A bridge had to be built between localities and the state capitals.

And so the idea of local planning and development organizations organized around groups of counties was born.

In theory, these groups of counties were to be delineated in such a way that areas, rural and urban, sharing a common economic, social, and political

future would be embraced under a new alliance of local officials and citizen representatives who could prepare plans for improvement on economies of scale sufficiently large to achieve the objective. Ultimately, there will be 63 such organizations in Appalachia. Today about 50 are operational.

But even the creation of these local links would not be enough to meet the awesome objectives set for us in Appalachia.

The Appalachian Act called for an alliance of public and private interests in the region in order to muster the resources required to meet the goals for Appalachia's future.

At the moment, it would be a mistake to say that we have a firm federation of interests in this region. At best, we have a loose confederation of groups which have grown up to help solve the region's problems.

We do have an Appalachian Labor Council. We do have a variety of Appalachian industrial committees. We do have a Commission on Religion in Appalachia. We do have Appalachian Health Councils in many sections of the region. We do have an Appalachia Educational Laboratory. We do have a variety of citizens' organizations with diverse points of view on what will be required to solve Appalachia's problems. Community Action groups are active in many areas.

Appalachia Comes Alive

It is fair to say that with all the many organizations which have now become vocal concerning the problems of Appalachia, a true regional consciousness has begun to evolve. There is a sense of regional identity growing up. And in many areas it is possible to discern a new spirit -- essentially optimistic -- as people have been enabled to speak out and act upon the problems that concern them. Of course, we can all think of areas where this has not happened, but overall Appalachia has come alive.

But to come alive is not enough. We must now get the job done.

In these contentious times nationally, Appalachia has had to find ways to minimize the fractiousness which has been so characteristic of these mountains for over a century. We simply lack the resources for us to be able to squander them in futile in-fighting over who will spend money and how it will be spent.

In those communities where a way has been found to bring diverse interests together into some kind of forum to agree upon approaches to be taken to a problem, a substantial amount of progress can be measured. In other areas where local and state leadership remains incapable of resolving differences of opinion and of responding to the needs of the people, the communities are usually split a dozen ways in sterile debates. The result: little action, wasted resources, public bitterness. All too often those who have come into the community to help are also responsible, usually through inadvertance, for keeping the bitterness and fighting alive.

A spirit of accommodation and accomplishment, not contention and conflict, is needed and is developing in Appalachia. We have at our disposal today resources and opportunities for cooperation available to no other section of the country. We cannot betray the people by failing to take full advantage of these opportunities.

To do so, we should shed any self-serving interests in a narrow program or a single aspect of Appalachian life and think instead of what it will take in terms of an Appalachian lifetime, to build the kind of future in which we all believe.

Picture an Appalachian citizen from the day he is conceived until the day he dies.

Through that lifetime he requires certain services and certain opportunities which -- because of this region's unique history -- he may be denied through no fault of his own. It is our job to make sure that from now on he has access to those services and those opportunities in order that he may fully participate in the life of his country and of his region and realize the full limits of his own potential.

Strategy for Living Needed

If we think in terms of that Appalachian lifetime it is not difficult to begin to structure a strategy for building a better future in Appalachia.

From the day he is born until the day he formally enters school an Appalachian child looks primarily to his family for his early learning, for his nutrition, for the environment in which he develops.

In all too many instances, he is born into a family and a home which cannot afford to provide all the early stimuli and support he needs to get off to a good start. If we are to permanently solve Appalachia's problems, we must, therefore, address a major share of our attention to the effort that will assist Appalachian families and Appalachian children in improving the start which every Appalachian child has in life.

But even if, under such an effort, we were to succeed in solving all the environmental, social, nutritional and other deficiencies from which Appalachian children suffer in their early years, our efforts would be for naught if we do not at the same time attempt to provide the pre-school, elementary and secondary learning opportunities that that same child will require in order to fully develop his aspirations and skills. We must also, therefore, focus our primary attention upon improving learning opportunities in this region in order to assure that every child born in Appalachia has a fair shake. He should not be penalized for being born in one part of the country rather than another.

As our young people approach the later years of high school many feel they look out upon a world of hopelessness. The under-developed economy of

Appalachia seems to many to provide but few opportunities for a decent future. Others look at their training in school and see little relevance in that training for the world of work in which they expect to live and so they drop out.

Others have hopes for advanced education only to find themselves handicapped in gaining access to a decent higher education because they cannot afford it or because none is available close to home, or because their education has been insufficient to enable them to compete for admission. And so a considerable part of our attention must be concentrated upon the youth, in and out of school; this is tomorrow's labor force in Appalachia.

To solve their problem, we must have a regional economy that can provide them with the kinds of job opportunities to which they are entitled.

We must provide them with the kinds of training, vocational and technical, that will give them skills that are relevant to the jobs for which they expect to compete.

As they move into the world of work they will insist upon decent wages, upon good homes for their families, upon still better opportunities for their children, upon good health services; they will seek a decent environment in which to raise a family. The old mining camp or decaying mill town is no longer the kind of place today's Appalachian youth want to call home for their children.

These are the aspirations that must be met. These define the elements for a regional development program. If we look at the problem in this systematic way -- in terms of a human lifetime -- we can sort out the multitude of tasks that must be accomplished, set some priorities, and begin, a piece at a time, to put the new future in place.

Priorities Determine New Future

We all know that we simply do not have the resources -- financial and otherwise -- to do everything all at once.

Instead, we must engage in the hard and sometimes cruel process of deciding what comes first, what comes second, what comes third, and so on. We must approach the mission much as if we were building a house; first the foundation, then the walls, a roof, and, finally, a finished interior. Without such an approach, all our efforts in Appalachia will provide but episodic, temporary relief instead of the permanent improvement we seek.

Let us look now at how we have approached the problem over the last five years.

First of all, it seemed clear to many that much of what had to be done for children, for families, for breadwinners, required fundamental improvements in the ability of Appalachian people to move around; to commute to new jobs and services when they were developed. It was generally recognized that

this region, isolated from the rest of the country by its mountainous terrain and its tragically poor transportation system, had to be "plugged" into the enormously wealthy and highly developed regions on either side of it or any attempt to build a better economic life would be frustrated. And so there was an early concentration upon building a trunk highway system that would link the key areas of the region into national markets and which would provide a fundamental transportation framework upon which new commutation patterns could be developed and around which new health and education opportunities and employment opportunities could be clustered.

This Appalachian Development Highway System was to be a giant framework upon which many of the other improvements which were to be made could be located.

There were many critics of that first decision. It is an easy decision to criticize.

Investment in 'People' Essential

Traditionally, the critics argued that it makes far better sense to invest in people than in the concrete highways. And, of course, most of us would agree.

But how carefully thought through is that criticism? If children cannot get to a school for lack of adequate transportation; if a pregnant mother cannot get to a hospital for lack of a decent road; if a breadwinner cannot get to a job because the job 30 miles away cannot be reached in a reasonable time, then is such an investment an investment in people or an investment in concrete?

To be sure there are probably segments of the Appalachian Development Highway System which will have less of an impact than others. But after five years of work on that highway system I can report to you tonight that in many areas where segments of the System are now completed, the forces of change are at work and in almost every instance those changes are for the better.

New economic growth is occurring and the health and education and other programs centered upon those completed segments are more effective than in other areas on which construction has not been completed. The evidence now being assembled indicates that the highway decision was sound.

The second decision that was made was a departure from traditional federal economic development policy of the past.

The work of many economists was reviewed and the inescapable conclusion reached that at least half of the increased productivity in the United States since World War II could be traced directly to investments in the education and health of the American people.

It seemed clearly apparent that one of the major impediments to developing a healthy regional economy in Appalachia was the poor skill profile of

the Appalachian labor force itself. In effect, poor health and education were chains that tied many Appalachian people to a life they desperately wished to change. They were sociologically and physically immobile and this condition had to be corrected.

Just as there were critics of the highway decision, there were also critics of the decision to concentrate heavily upon upgrading the health and education of the region.

The argument was made that if heavy investments were made in education and health before the region's economy began to improve more rapidly thus generating more jobs to absorb new workers, we would, in effect, be providing a subsidy to outmigration; we would be training for export.

Now there is justice in that concern. But the Appalachian Commission in considering the question concluded that our first obligation in Appalachia was to people and second to geography. Appalachians are Americans and they are entitled to compete on an equal footing with all other residents of this nation. Our fundamental commitment must be to give them that opportunity.

Regional Goals Set - Social and Economic

So two general goals were adopted. First, a social goal: tc help provide the people with the health and skills they require to compete for opportunity wherever they choose to live.

Second, an economic goal: to develop within the region a self-sustaining economy capable of supporting the population with rising incomes, improving standards of living, and increased employment opportunities.

How much choice is there really? If we were to remove the barrier to economic development which the lack of skills in the Appalachian labor force presented, we had no alternative but to invest heavily in health and education.

The question then became one of where do we start? What kind of educational investments should come first?

Obviously, we had first to anticipate that great flood of young people that might be lost to the regional and national economies unless immediate steps were taken to improve the kind of education they were getting for the world of work. Improvements to their skills would have the most immediate impact on the economic development of the region itself. And so the first decision was made to improve vocational and technical education.

Since the time that decision was made over 240 vocational and technical centers have been assisted with Appalachian funds throughout this region. Approximately 160,000 students will be trained each year for the first time in job-relevant courses, in trades, commerce, industry, and technical occupations. In at least five states in the coming year a complete network of vocational and technical schools will be completed in the Appalachian areas.

Vocational Programs Generate Development

I wish I could report that every single school built so far is performing perfectly. Unfortunately, we can expect perfection in few human enterprises. There are schools which are not doing well; where equipment or faculty is such that the job is not getting done. But in the vast majority of these new schools, it is fair to say that the job is getting done and that -- because of this massive new investment in vocational and technical training --we can anticipate a continuing reduction in the extremely high dropout rates of Appalachia. Already, these schools have had a general impact on the economic development of the region. Industrial location decisions have been made in the last several years which can be traced directly to improved access to national markets brought about by the new highways and availability of newly trained job-relevant manpower coming out of the new schools.

Obviously, however, we must do something simultaneously about the health of the people in Appalachia or our training will go for naught.

Now the difficulty is that we have an extremely pluralistic system for providing health services to people in the United States. There is no "health system" as such. And Appalachia faced the difficult test of trying to devise ways by means of which new health services could be provided systematically to Appalachian people within the very pluralistic collection of existing health services.

It took two years to devise an approach that could be agreed upon. It took another two years for the necessary local health councils to get the initial plans prepared to make it possible for us to begin to act. Not until August 1968 did the first substantial health programs get launched. They have been launched and they are now touching the lives of hundreds of thousands of Appalachian persons.

The regional health program now being carried out in eastern Kentucky may be the finest of its kind in the United States.

New approaches to the delivery of health, new home health services, new health manpower training programs, new health screening efforts, new approaches to environmental health -- all of these have gotten under way in various sections of the region since August 1968.

As we might expect, the results are mixed.

Where there has been a minimum of factionalism and a maximum of cooperation and community-wide participation in the preparation of the plans -- there we can measure success. In those areas where there has been a minimum of responsiveness to the desires of the people and where there has been an attempt to plan from the top down -- there we find success most lacking. During the next two months we will be in a "bolt-tightening" period in health programs throughout this region in order to "fine-tune" them to the aspirations and needs of the people. In effect, we must attempt to build into our health systems feedback from the people which will tell us when we are not meeting needs.

To date the total federal, state and local expenditures under the Appalachian Regional Development Program have been divided almost equally between these investments in the health and education of the people and construction of the new transportation system. Ninety percent of the federal-state-local funds expended have been for health and education and transportation improvements. The remaining 10 percent has been utilized to begin the attack on a series of other problems.

Priority Emphasis Shifting

By the beginning of this year, the Appalachian Program was approaching the conclusion of Stage I. The time was appropriate to begin a shift in priorities. As networks of new public facilities were approaching completion a shift toward improving the quality of operations and services from these facilities was the obvious next step.

Some of the emphasis in education could shift from vocational and technical education toward the years of infancy and pre-school.

Some new priorities could be assigned to remedial training programs for rural young adults. A new and stronger emphasis could be placed on health services rather than construction and the Commission could begin to join other groups in Appalachia in addressing attention to improving elementary and secondary education, particularly through the promotion of multi-jurisdictional sharing of school services and new approaches to a variety of other problems.

Stage II required some other new priorities. The modernization of state and local governments in the region had to be encouraged.

Ways had to be found to divert the out-flow of Appalachian private capital and assure its use to promote Appalachian development. In the central part of the region alone, we had found that a net of $51 million per year was flowing out of Appalachia and into the rest of the nation because bankers were unable to secure the returns in Appalachia that they could earn elsewhere.

Ways had to be found to make it attractive for local capital to finance local development. This was crucial if the one million new units in housing which are required in Appalachia are to be built. New efforts were undertaken by the States and the Commission, therefore, to find new ways for financing low and moderate income housing in the region. West Virginia's State Housing Fund was the first of a number of state innovations in this field. Seventy-four West Virginia banks participate in that fund. West Virginia capital will soon be playing a significant role in building West Virginia housing.

In a number of districts, local bankers and other sources of capital are joining together to create pools of local capital to finance development.

In a number of areas, experiments have now begun in area-sharing of educational services, in the area-sharing of health services, in inter-county cooperation in solid waste disposal, in sanitation, in water supply.

Service Delivery System Evolving

Slowly, but surely, a new kind of delivery system for services in rural areas has begun to evolve in Appalachia.

Through partnership planning a new kind of strategy began to evolve that unites towns and countryside in one common effort to meet the problems of rural as well as urban residents.

Perhaps this is one of the major contributions which the Appalachian experiment will make to the formulation of a growth policy for the United states as a whole.

By late 1971, we should be ready to enter Stage III. Here, perhaps the most difficult questions of all await us. For it is then we will have to deal with the very real and controversial problems of recommending tax policies for this region which will reinforce, rather than detract from, its capabilities for development.

Difficult Decisions Imminent

We will face -- much more than we have in the past -- the difficult decisions that will have to be made to minimize the harmful impacts of a resource-based economy upon our regional environment.

We will have to deal with the hard and controversial problems involved in restructuring many of our public services and institutions. If the people are to be served, we have no choice but to give them competent and economical government. And that will mean change. And change will be opposed by those who have a vested interest in what currently exists.

Now there are those who ask why we have not dealt with these problems sooner. The answer is fairly simple. There were many very fundamental deficits in services which had to be met before the foundations for economic growth and change could occur. Stage I was designed to lay down some of those physical foundations.

Stage II is designed to begin to provide the services that are required from those facilities.

Stage III will have to be designed to bring about the necessary institutional change that will make future growth based on the new facilities and services possible.

Are we progressing toward that goal? It depends on how you measure where we are.

For a while employment was increasing faster in Appalachia then it was in the United States, but our growth rate has slipped back below that of the country again, primarily because as national growth rates slow down, Appalachia's growth rates slow down even more and when national growth rates speed up, Appalachia's growth rates speed up even more.

Overall, incomes are going up in Appalachia about as fast as we hoped they would at this stage. We are now within 80 percent of the national per capita income in Appalachia. Overall, our objective should be to be within 90 percent by 1985.

But in the central part of this region per capita incomes are only one-half the national per capita income and while they have been increasing they are not improving fast enough to meet our goals by 1985. We can seek solace primarily in the fact that economic development has begun to occur at an accelerated pace in many sections of eastern Kentucky and that may be a bellwether for what the future holds.

If the 1970 census is accurate, Appalachia is not growing very fast in population. Between 1960 and 1970, the region's population increased by only one or two percent compared to approximately 14 percent for the nation.

This is not necessarily an ill omen. Indications are that in most of the region we have experienced a population turn-around during the last two and a half to three years. The ten-year statistic of the census does not tell us what has happened recently.

Outmigration is about half that of the 1950's. Nonetheless, we are losing an estimated 90,000 high school graduates a year from Appalachia. This is the lifeblood of the Appalachian future.

Youth Must Participate in Designs for Future

These are the people who should be helping to design the future. They will run it. The time has come for us to involve -- in as many ways as feasible -- the young people in preparing plans today for the region they will run tomorrow.

This participation of the young in building the future is but part of a broader problem: the involvement of the people of the region in deciding our future course. This is not a task that can be consigned to bureaucrats or technocrats. It must involve the full spectrum of interests of the people in this region. We have not yet found, through any device, the best means for accomplishing this. It is one of the most important jobs of political invention still facing us.

If we approach the problems of Appalachian development from the point of view of our children, chances are we can solve whatever difficulties we confront. But if we try to preserve a past which is neither practical nor desirable to preserve, we are doomed to fail.

The test of this meeting over the next few days will be to see if you have the wit to devise means for bringing about the necessary changes and improvements in education in Appalachia that will make it possible for the young people of this region to make good on the future.

V I R G I N I A S T A T U S R E P O R T

Progress and Plans

Mr. H. Bland Franklin, Jr.*

I appreciate the opportunity to present the status report on progress and plans in Virginia. Things are happening in the state and I am enthusiastic about the efforts being made and optimistic about the outcome which should result in better living for all Virginians.

There are many individuals and groups in Virginia who have and are providing the impetus in this effort of planning for orderly development. The Division of State Planning and Community Affairs is leading the way, but many state agencies, planning district staffs, local government officials and interested citizens are assisting and cooperating.

During the next minutes I will give you a brief overview of Virginia's state planning network, one or two of the most significant accomplishments to date, and a report on a special project -- The Rural Affairs Study Commission, its efforts and its recommendations.

I realize this group is especially interested in educational efforts made on a multi-county basis. We have one such effort in Virginia which I will refer to, but will leave most of the comments for the informal Virginia session discussion period when Mr. W. P. Kanto, Mr. Benny Coxton and Mr. Charles Clear will be available to discuss the Dilenowisco Educational Cooperative in greater detail.

Development Act Establishes Planning Districts

If I were to single out what I believe to be one of the most important events in Virginia during the past two years, it would be difficult not to say the planning district effort. The 1966 Virginia General Assembly establisted the Division of State Planning and at the same time created the Metropolitan Areas Study Commission to make recommendations which could help local government deal more effectively and efficiently with regional problems such as those resulting from limited finances, confined geography and insufficient intergovernmental cooperation. This commission worked diligently for almost two years.

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At the 1968 Virginia General Assembly the commission presented what became known as "The Virginia Area Development Act" which included most of the recommendations of the Virginia Metropolitan Area's Study Commission. This act, passed by the 1968 legislature provided for the establishment of planning districts in Virginia. It states that all counties and cities must be in a planning district which is simply a geographic area with no governmental powers involved. It provided for the voluntary organization of Planning District Commissions by local governing bodies. Planning District Commissions are eligible for state financial support up to $5,000 for each 25,000 population.

The purpose of the Planning District Commission is to deal with elements which have district or area significance and thus involve more than one governmental subdivision within the planning district. The Planning District Commissions are to promote the orderly and efficient development of resources in the district and plan for needs and opportunities that extend beyond town, city and county boundaries. The commissions are organized by the local governing bodies; membership is made up of a majority of elected officials within local government. Other members are appointed by the local governing bodies. Under the same act the Division of State Planning became the Division of State Planning and Community Affairs. It was charged with the responsibility of providing leadership in delineating Virginia into planning districts. After a great deal of study and work Virginia was delineated into 22 planning districts. A number of criteria were used; major emphasis was given to the recommendations of local governing bodies. Division of the state into planning districts was completed July 1, 1969.

A little over a year has passed since the lines were drawn. To date, 19 planning districts have been organized. A Planning District Commission can be organized when two or more cities and counties which together have a majority of the population formulate a charter agreement. The 19 Planning District Commissions encompass 95 percent of the state's population, 36 of Virginia's 38 cities and 73 percent of Virginia's 96 counties.

Fourteen Planning District Commissions have hired full time staff members. Some of the program components of those planning districts include education, health, transportation, land use, community facilities, housing, recreation, economic expansion, law enforcement and crime prevention and natural resources.

Rural Affairs Commission Created

If I were asked to list a second significant effort within the past two years I would specify the creation and work of the Virginia Rural Affairs Study Commission created by the 1968 Virginia General Assembly. The main objectives of the commission were (1) to study and report recommendations to the Governor and the General Assembly that would help rural areas share a larger portion of the state's growing population and expanding economic opportunities and (2) to recommend how to make the best use of the human and natural resources in rural Virginia.

Even though the commission did not get all the answers I do believe the information, recommendations and legislation they produced will have a significant bearing on the future development of Virginia. It is the belief that, to the maximum extent possible, the future growth of the State of Virginia ought to be directed towards gaining a rural-urban balance by directing those resources necessary to the non-metropolitan areas to gain a more equitable distribution of the increasing population and expanding economy.

The commission decided on four classifications to work with:

1. Most rural counties -- those without a city or town of 3,500 within or on their borders. Virginia has 49 of these counties.

2. Cities and counties of lesser urban influence -- non-metropolitan cities and non-metropolitan counties with a city or town of 3,500 or more within or on their borders. In this classification Virginia has 61 cities and counties so classified.

3. Metropolitan counties -- the counties classified as standard metropolitan statistical areas by the Bureau of the Budget. Virginia has 12 such counties.

4. Metropolitan cities -- this includes those classified as standard metropolitan statistical areas and Virginia has 13.

Information gained by the commission came from conferences and workshops led by experts in the fields of education, health, government, taxation; from seven public hearings; two tours; state agency hearings and subject area studies.

Recommendations can be categorized as (1) human services policy, (2) state development policy, and (3) natural resource policy. The commission's recommendations include (1) policy direction, (2) program changes and (3) additional research.

The commission is cognizant of the progress Virginia has made, but information accumulated leaves no doubt that there are important needs unmet. To meet these needs, new programs, additional funds and greater attention to developing basic state policies and goals to guide allocation of existing funds was recommended.

While I will not mention all of the commission's recommendations I will make note of those I believe have the greatest potential. Among them are three relating to multi-county educational efforts. The commission recommended:

1. That the General Assembly adopt a policy statement that it is the goal of state government that no child should be disadvantaged by lack of access to adequate health services and quality educational opportunities because of where he was born.

Community concerns -- among them access to educational services and health care services were probably mentioned more often than any others by those testifying at the public hearings.

2. The commission recommended that the Commonwealth encourage the creation of regional education service units. It also specified that these coincide with present planning districts where feasible, and that priority attention be given to the most rural areas of the state where small school divisions exist.

3. That the Commonwealth encourage superintendents of schools to cooperate in developing regional education service units and that the General Assembly make the service units eligible for financial support.

4. That the Department of Education be directed to make a study of financial needs for these programs and to recommend to the 1972 Virginia General Assembly a state aid program to support their operation.

The commission realizes that many rural school districts are frequently too small to afford certain types of educational efforts that are extremely important in making the difference between a marginal education and a quality education. Teachers often need access to in-service training programs including television and maybe computer assisted teaching. Small school district simply cannot afford these services on their own,however, by joining together they can provide specialized education services more efficiently.

5. That the Department of Education investigate ways of making more complete use of school facilities to include buildings, athletic areas and buses, and that it recommended to the Rural Affairs Study Commission and the General Assembly needed financial assistance and legislation if required.

6. The commission recommended that the State of Virginia Department of Education continue giving special attention to ways of fully implementing the kindergarten effort already under way.

Presently about one-third of Virginia's school districts have kindergarten programs. These are operating mostly in urban areas. Very few are in rural areas.

7. The commission recommended a continued emphasis on technical education and occupational programs for post high school people in the community college system and vocational training in secondary education as well.

At public hearings many citizens supported the value of two year occupational courses in the community colleges; they also voiced the fear that a trend might develop towards primary emphasis being placed on the college preparatory curriculum.

8. That steps be taken by the Commission on Educational TV to provide facilities for TV education in sections of the state not now covered.

9. That the Department of Health and the Division of State Planning and Community Affairs be directed to work with the medical profession and other interested groups to develop a state health services plan.

10. That the Virginia General Assembly develop a policy statement of what it wants the future pattern of settlement in Virginia to be.

11. That the Governor and the General Assembly adopt as an interim general development policy that state programs will be operated in such a way as to encourage orderly population growth in non-metropolitan areas.

This interim policy shall be set only until more detailed development goals can be drafted.

12. That a community facilities plan be developed by the Division of State Planning and Community Affairs. The plan will determine facility needs, priorities and methods for financing.

13. That the Commonwealth conduct a comprehensive analysis of its tax structure and future revenue needs.

14. That the Commonwealth develop a master plan for completing the soil survey and mapping program by 1990.

The commission submitted several pieces of legislation. The legislation which will probably have the most far reaching effect on the State of Virginia is a resolution expressing the sense of the General Assembly as to a state policy for non-metropolitan areas and directing several state agencies to make further studies and come up with definite plans for providing rural areas access to some of the most urgently needed services, such as certain community cultural facilities, access to health care and roads. The resolution stated that it should be a policy of the state to operate state programs in such a manner that would, where feasible, encourage orderly population growth in non-metropolitan areas. In the same piece of legislation the State Department of Education was directed to review ways of making more complete use of existing school facilities for community functions and activities and to make a report of its recommendations. The recommendations were to include, if needed, any state policy and/or required legislation.

The resolution directed the Division of State Planning and Community Affairs and the State Health Department to work with the medical profession and other interested groups to develop a state health services plan using the planning districts as a basic health region. The legislation also directed the Division of State Planning and Community Affairs, in cooperation with other state agencies, to develop a community facilities plan and to recommend to the General Assembly a policy for the location of facilities that will

foster the desired rural-urban balance. An amendment to the Revenue Resources and Economic Study Commission Bill called for a tax structure study designed to provide more financial resources to local government without placing greater emphasis on an already burdened real property tax.

Legislation Encourages, Stimulates Progress

Legislation was passed to create a Housing Study Commission designed to come up with recommendations for improving Virginia's housing situation A bill was passed allowing for a special revolving fund to develop small watershed projects in Virginia. A bill was passed authorizing the Virginia Soil and Water Conservation Commission to develop a master plan for completing the soil survey and mapping program in Virginia by 1990. Legislation was passed establishing a scholarship program to encourage young people to enter soil science careers.

The Rural Affairs Study Commission was continued by the 1970 legislature until 1972. The major efforts of the commission at this time are to follow through and assist, in any way possible, with the four or five studies it feels are vital if we are to bring to reality the distribution of population and economic growth in Virginia.

I could not discuss significant accomplishments in Virginia without mentioning the increase in favorable attitudes toward this thing we call planning for orderly development. I really believe that many people in Virginia understand, and many more are on the verge of understanding, the need to plan for orderly development. They are accepting the opportunity to use the two major tools they have for planning -- that of the local planning commission and that of the Planning District Commission. Many are showing concern for the planning situation in their locality and voicing this concern to local government representatives. They are acting to help make planned development a reality. Never before has the conviction been greater that good planning will make orderly development possible. Never before has the willingness to follow through on planned efforts been more evident.

Don't misunderstand me, Virginia is not yet a Utopia. There are many hurdles to cross and a great many ideas, efforts and resources needed to cross those hurdles. There is a continuing need for an abundance of patience, cooperation, understanding, willingness to compromise and dedicated efforts to help Virginia experience orderly development. However, with the existing momentum of efforts and changing attitudes (in a favorable direction), I am very optimistic.

V I R G I N I A S T A T E D I S C U S S I O N

Discussion Leader - Mr. W. P. Kanto, AEL Board of Directors, Norton

The Virginia session covered early childhood education, the DILENOWISCO Educational Cooperative, community colleges, guaranteed reading, and the year-around school, all of which are in various stages of development in the state.

Presentation by Dr. Charles Clear*

Let me begin the discussion by capsulizing Virginia's early childhood education program.

In 1966 the General Assembly committed itself to doing something about public school kindergarten, and the 1968 General Assembly made funds available for it. Funds are available to any school division to start a kindergarten program, but on the same basis as the funds for one through 12 -- average daily attendance and properly qualified teachers.

The Virginia distribution formula calls essentially for 60 percent of the salary to be borne by the state, 40 percent for the locality. There is an additional $125-- $130 year after next -- for other instructional costs. Of course there are transportation, library and textbook funds which you gain by participation. But there was the stipulation that this would be reimbursed only for teachers who met the qualifications for kindergarten teachers.

There has been an intensified inservice program. The school division has enough leeway with inservice money that the state provides to set up inservice classes to train teachers within a year's time. A good elementary teacher with six additional hours will qualify for kindergarten teaching. All colleges pitched in and started early childhood courses, but finding properly qualified teachers is still one of the problems and this is the only way a school division can participate.

Question Session

When the floor was opened for questions, there was an immediate response. Teacher-pupil ratio was the first question. It was explained that the present distribution formula is one teacher per 30 pupils in elementary and one per 23 in high school. There was an unsuccessful attempt this year to try to lower the ratio to one per 25 for K-12. It was pointed out, however, that

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localities are assigning approximately 20 pupils to one kindergarten teacher with 15 recommended. There are now about 20,000 children out of a potential 90,000 enrolled in kindergarten.

A Virginia superintendent voiced some of the problems he faced in attempting to start a kindergarten program in his school division.

"First of all," he explained, "you have to have a fully qualified teacher; second, you have to have the children all day; and third, of course, you have to have the room to put the children. We have half enough room and half enough teachers. We were set to have two half-day sessions and the state said 'No.' That's why we don't have kindergarten."

B. J. Dotson, superintendent of Norton City Schools, whose division is now financing a kindergarten program which was federally funded for three years, explained that the lunch hour could be counted as part of the kindergarten day.

"If you make application for an altered school day, it can be approved," said Dr. Clear. "But the desire was to set the full day with qualified teachers to start a quality kindergarten program and not a makeshift. We do recognize that two major problems in blanketing the state with kindergartens are lack of building space and the necessary teachers. Building is a function of the locality in Virginia; there are no state funds for construction at this point."

A questioner who inquired about the availability of aides to assist kindergarten teachers was told that Virginia has no state program or state funds for aides; however, the locality is at liberty to use the $125 allotted for instructional costs for aides if it chooses to do so. Dotson said that in Norton's kindergarten there are three aides to serve approximately 50 children.

Dotson was questioned about the additional transportation that was needed when kindergarten was added. Since his is a city school system, he did not find this to be a major problem. It was reiterated that additional money was available for transportation of the increased number of children.

Mrs. Jody Smirl, Cabell County representative in the West Virginia House of Delegates, asked if rural areas in Virginia were being served by kindergarten. The consensus seemed to be that at this time these children did not have access to the program. One Virginia educator emphasized, "It must be realized that the program is just beginning. Kindergarten has been made available, but implementation is up to the school districts."

In answer to a question by Mrs. Smirl concerning the advisability of concentrating on a traditional classroom-type kindergarten, Dr. Daniel E. Marvin, Jr., member of the board of the Appalachia Educational Laboratory, and associate director, State Council of Higher Education in Virginia, replied, "AEL firmly believes that there are functional kinds of kindergartens other

than the traditional classroom-oriented setting. Most of us are aware of the early childhood education program the Laboratory is developing specially for a rural setting. I think when West Virginia has to consider this problem, it may find more than one type which it may be willing to fund. I personally believe that in the case of Virginia, the action that it took was a little too rigid."

Dr. Marvin briefly outlined AEL's early childhood education program which reaches three-, four-, and five-year-old rural children through the use of television, home visitation, and a mobile classroom. He added that in cities like Charleston and Bluefield a traditional kindergarten program was feasible, but the rural areas of the state could be years away from an ECE program unless there is a fresh approach to the problem.

"I would be less than honest about my belief in the early childhood education program the lab is developing if I didn't say to you that when the time comes to consider this, I think you should look at what we are doing," he told Mrs. Smirl. "The lab is behaving very conservatively, and I guess this is the only way developing units ought to behave. We are not yet ready to say , 'Here is the package and it will do the job.' I think we've got a lot of data that shows that this is true, yet we still have to do some of the things which entail post-testing of significant differences at second and third grade levels, so we've got a couple of years down the road to go yet. This bothers me a little because I see everybody moving into a traditional kindergarten program, much more costly per pupil, much more costly in terms of physical plant, and yet I think we have to go slowly because we have to be sure of the results we give to you."

Dr. Marvin suggested that Mrs. Smirl might like to look into the experimental program in North Carolina where 12 districts were set up and a different type of kindergarten program was run in each one. When the data are analyzed, North Carolina may find that there are several ways of meeting the problem of early childhood education, not just a single system for all.

In recalling his own experience with his state's ECE program, a Virginia representative commented on the involvement of parents, "We are finding that one of the keys to achievement in early childhood education is possibly the interaction with parents. Some of the work with the parents is more effective than the work directly with the child. And this is a factor I think we should keep in mind."

There was some difference of opinion between Dr. Marvin and Dr. Clear when Mrs. Smirl asked if Virginia was locked into a conventional kindergarten program. Dr. Marvin felt that the sharply defined specifications for funding closed the door to other approaches; Dr. Clear, however, felt that the specifications are being interpreted more broadly now than they had been originally.

Presentation by Mr. Benny Coxton*

We've been doing what we think are some rather exciting things in DILENOWISCO, the educational cooperative which is composed of the counties of Dickenson, Lee, Wise, Scott, and the city of Norton. Working with the Appalachia Educational Laboratory, Penn State University, IBM, and the state department of education, we flew in an IBM 1500 computer with 16 terminals where the teachers could sit down and be inserviced in modern elementary mathematics. It's my understanding that this was the first time computer-assisted instruction had come into the rural area, and we were pleased to have this opportunity to use it.

We're involved in special education, teacher inservice training, and we're hoping to set up a media and materials center for next year. We have a youth leadership involvement program and we hope to make the youth aware of the problems of Appalachia and how they might help in the ultimate solution of these problems. Next year we hope to help teachers develop curriculum along the humanitarian lines, multi-disciplinarian, multi-media approach.

We have a vocational education project for 14-, 15-, 16-, and 17-year-old children who are absolutely not cutting the mustard in the academic classroom. We intervene in the totally academic program and bring them a more vocationally oriented curriculum; it's national pre-vocational experiences -- pre-welding, pre-electricity, for example. We help them explore the world of work and hope they will stay in school and go on to the regular vocational-technical program.

Just recently we were awarded a grant from the Appalachian Regional Commission through the fine assistance of Dr. Eugene Hoyt who is here today, and we hope that this is really going to give great impetus to our program. It makes us a model regional education service center, and we hope we can work very closely with the state department of education and the state division of planning and community affairs and that eventually we will assist in getting a network of these throughout the rural areas of Virginia. They would be of great benefit because rural counties just cannot afford all the types of educational services that they need.

Question Session

B. J. Dotson, president of the DILENOWISCO board and superintendent of Norton City Schools, concurred, "We believe that regionalism as far as education is concerned is the proper approach to some of the problems that are found in the rural counties of Virginia and, of course, the city of Norton. We feel like DILENOWISCO offers services that school systems would have difficulty providing for the students. We have worked very closely with Benny and his people at DILENOWISCO in developing curriculum, setting up special education programs, and we're looking forward to the pre-vocational program just mentioned."

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*Director, DILENOWISCO Educational Cooperative, Wise

"I agree heartily with what Mr. Dotson said," added Kanto, "that through the regional concept we can attempt and even accomplish things that our local school divisions themselves cannot. My concern is that when the day comes when federal funding is decreased or possibly eliminated will our local governing bodies assume the burden of at least a portion of these programs? Our tax resources certainly are not what we would like them to be. I feel that the program is ongoing and that much will be accomplished, but I rue the day when Uncle Sam says, 'You locally are going to have to foot 50 percent of the bill.' Where's the money going to come from?"

"It seems to me, said Charles F. Starnes, coordinator of federal programs, Scott County, "that one of the most important things in this is the fact that DILENOWISCO is bringing new ideas and new people into our local educational agencies and making us think about things that we hadn't thought about before. Practically all the people in Scott County have grown up there and their ancestors grew up there. We're accustomed to an old traditional type of thinking as far as our education is concerned. Through DILENOWISCO, we have been able to visit innovative projects and innovative schools and find out what other people are doing.

"You remember," he continued, "when the tribes of northern Europe lived in mud huts, worshiped the moon, and painted themselves with blue mud? They didn't get out of that until they went down to the southern part of Europe and found what those people were doing. They came back and began to build houses and do things like they had seen in other places. So if we get that benefit, I think it's as important as anything we can get from DILENOWISCO."

Community Colleges

"I think Virginia is well on its way to having community colleges," said H. Bland Franklin, deputy director, Rural Affairs Study Commission. "It concerned a lot of people because they didn't want the same thing to happen that happened in some other states. Alabama, for example, started off with the community colleges designed for producing the two-year, terminal-type skill and ended up preparing people for four-year colleges. They didn't train in skills and they found they had more people for four-year colleges than they had room for in the colleges, so they cut their throats at both ends. I think that the community college people in our state are aware of this and that Virginia has a good chance of maintaining this momentum and emphasis on the vocational aspects of the community college."

Kanto explained that the community college which began in 1966 in Virgina was the outgrowth of the technical college system which originated in 1964. Believing that Virginia has learned from the mistakes of other states, Kanto pointed out that approximately 65 percent of the students in Virginia's community colleges are in technical, terminal programs rather than in liberal arts, transfer programs which would enable them to go on to a four-year college.

A recent study by the department of education would have implications for the community colleges and technical education programs, according to Dr. Clear. He explained that in 1966 the governor sponsored a statewide conference on education in an attempt to identify some of the problems and seek solutions. Discovering that Virginia possibly had the lowest percentage -- 27.1 percent -- of its college age youth enrolled in college created great concern.

As a result, the department of education made a study of the educational and occupational aspirations of the 1967 seniors. The report was published and so impressed the college entrance examination board that it underwrote the cost of a detailed analysis of the study. Copies of this report can be obtained from the Virginia State Department of Education.

Guaranteed Reading

Harley T. Stallard, director of instruction, Wise County Schools, explained the guaranteed reading program that will begin in certain areas of Virginia this fall.

"We are about to enter into a performance contract in seven school divisions. Educational Turnkey System of Washington, D. C., is acting as a broker between the contractor, state board, state department, and the local school divisions. There will be some 2,500 children involved; 500 of these are in our particular division where there will be 125 in each of four schools. At one school the grades involved are two, three, and four; in another, four through seven; and in the other two, grades eight and nine. The successful bidder or the company that becomes the contractor will take these 500 children and on an individual basis will guarantee to raise their reading level as much as two years. These children are target Title I children who are behind or below grade level in their reading program."

The contractor will select the teacher to participate in the pilot project from a pool of three or four teachers in each school. Although she will remain an employee of the local school division, the teacher, in a sense, will become an employee of the contractor.

In this arrangement, the testing program will be determined by the state department of education. There will be a pre-test and a post-test, and tests also will be given throughout the program. Thirty items will be chosen by the state department from among 150 submitted by the contractor for testing purposes. Tests will be administered through the project manager or the school board central office in each division. The teacher will not be responsible for scoring tests.

"Two bids will be submitted by the contractor," continued Stallard. "One will be a performance bid of what he will do .... the other will be a

cost bid, and of course will be sealed. The contractor will tell the objective that he has in the program and what he expects to do with each child at each level. The contract price is limited to an average of $85 per student in the program. Greater success with the students will mean more money for the contractor.

"The program contract will call for the period from October 19 through June 30, 1971, with the option of renewing for one more year. If at the end of the two-year period the program does prove successful, the contractor will turn over to each school division the entire program," concluded Stallard.

Year-Around School

A concept that is being explored in many school districts across the land is taking root in Virginia. This is the year-around school. With 50 percent of the pupils involved in some type of summer program, there clearly was a need for a coordinated effort to bring these varied programs together. Virginia educators also felt there was a real need to look at a student's individual instructional program and perhaps set up the best program for each child.

In December 1967, the state department conducted a survey of superintendents to ascertain their reaction to the continuous school year. The response was overwhelmingly in favor of exploring the possibility.

"As a result," said Dr. Clear, "this past school year, we had two school divisions operating two schools on the basis of an effort to individualize instruction and put attendance on a 210-day school year. Both schools were elementary, K through six in one and K through seven in the other. The two schools that were chosen happen to be in areas where each school system could permit parents to enroll their children in the continuous program or a traditional program, so they could exercise an option. We hope that in another month we will be able to share with other people a little more about this program.

"There was a resolution introduced in the House this past legislative session which called for the state board to make a study of the year-around school situation," added Dr. Clear. "The resolution did not pass this time, but it has been my experience of observing the legislature that once brought up it doesn't go away. It probably will be back in the next session, and possibly it will even be back in the form of a bill."

AEL staff resource people in the Virginia session were Mrs. Pam Brown, Early Childhood Education, and Dr. John Seyfarth, Educational Cooperative.

T E N N E S S E E S T A T U S R E P O R T

Progress and Plans

Mrs. Jean D. Smith*

Linking investments to a meaningful plan is crucial in the development of an effective program. It is this emphasis on implementation, with the recognition of the interrelationship between planning and administration, that was basic in the formulation of the "Tennessee Appalachian Development Plan." The plan was structured to move toward a set of goals by a process that goes from problem and goal definition to program design and execution, to feedback and evaluation. To avoid becoming static, the plan is refined annually as broader knowledge, greater experience, and changing social and economic conditions may suggest.

Tennessee embarked upon the planning for its Appalachian Region with two major goals (1) develop a permanent capacity for self-sustaining growth, and gain an employment base which can sustain our people at a level comparable to the affluent nation of which it is a part; and, (2) constantly improve the relative position of the Tennessee Appalachian economy in the national economic system.

Sub-state regional goals and objectives were established by the state's multi-county development districts, the avenue for local inputs into the state planning process.

As a basic building block, uniform planning and development regions were delineated and so designated by executive order of the governor. These regions reflected reasonably coherent economic, social, and political multi-county units and their use was encouraged for all federal and state agencies engaged in planning Appalachian Tennessee's future development.

Using the Tennessee Development District Act of 1965, as amended, these regions were organized into functioning development districts. Mayors and county judges or their representatives sit on the governing boards of these districts and local, state, and federal funds are used to employ professional staffs composed of planners, economists, public administrators, etc., to provide regional planning and development services to member governments. Also, it is through these districts that the major link between the state and local governments exists in the Appalachian partnership arrangement.

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Planning Geared Toward Five Areas

Though varying in emphasis according to location, the overall thrust of the program in Tennessee is directed to five major areas:

1. Build a development highway system to integrate the Appalachian economy with that of the nation by providing important new linkages between Appalachia and the major centers outside the region;

2. Concentrate investments in basic infrastructure in areas where there is a significant potential for future growth;

3. Upgrade human resource development;

4. Gain the maximum benefit from the region's natural resources;

5. Organize local development districts in order to pool scarce financial and technical resources to deal with regional problems in conjunction with the state and federal government.

Since the Appalachian Program has been in operation in Tennessee, we have participated in 256 non-highway projects with an investment in Appalachian dollars alone of over 26 million dollars. These Appalachian funds have helped stimulate approximately 50 million dollars in additional federal funds. The total of federal-state-local funds equals over 136 million dollars -- distributed as follows:

Education Projects	43.3%
Health Projects	27.7%
Water and Sewer Projects	14.3%
Land Stabilization	7.1%
Planning & Administration, which includes development district funding (302)	4.0%
Recreation	1.2%
Airports	1.1%
Strip Mine	1.0%
Community Centers	.2%
Housing	.08%

The significance of the program goes well beyond the impressive total of dollars invested in Appalachian Tennessee. Of great importance is the structure of the Appalachian Regional Commission which created a strong partnership between the states and the federal government in policy and program development. As a result of the experience with this program, there seems to be a good possibility that new legislation will be forthcoming, creating a National Regional Development Program with eight to ten multi-state regional commissions similar to that of the Appalachian Regional Commission.

Education in Appalachian Tennessee is probably the primary factor in the complex of problems besetting that area. The long history of economic underdevelopment has resulted in a public school system inadequate to meet the needs of a developing economy. This inadequacy acts as an inhibitor on efforts

to encourage an industrial and service economy, since the type of industry needed requires a skilled labor supply, or at least a trainable supply, in order to locate in the area.

Inadequate Education a Basic Problem

An under-educated public is not willing to spend the money necessary to support a good public school system, and so the problem becomes self-perpetuating. It is most important, therefore, to attack this problem at the earliest possible stage in the educational process. This means that the counties and local school system must be encouraged and helped to upgrade the quality of education offered at the local level.

Probably the two largest factors in improving the local school systems are size of school and teachers' salaries.

Most Appalachian counties have school enrollments to support, at most one high school; and yet most of the counties have two, three or more high schools. These small enrollments are not sufficient to warrant a modern, varied education and mean that each school is duplicating the limited program offered in the other schools. In many cases there is not a large enough school population in the entire county to warrant a high school, and an adequate secondary system can be formed only by joining two or more county systems.

Local efforts in education are often minimal, and in many cases, the state's contribution to teachers' salaries is the only contribution, the local systems making no addition to the minimum base. Only a small proportion of the secondary schools in Appalachian Tennessee are accredited by the Southern Association of Colleges and Secondary Schools. While application for accreditation is voluntary, and some schools which are not accredited could, upon application, be accredited, the failure to apply, in itself, is an indication of a lack of local concern about the quality of schools. The Governor has begun the correction of this situation by requiring a more substantial minimal local contribution.

There are 78 school systems in the Appalachian portion of Tennessee with an average daily attendance in 1966-67 in grades 1-12 of 368,045 or 44.4 percent of the total enrollment in the state. Of these, 108,027 students were enrolled in grades 9-12. And, in an area where only some 40 percent of the high school graduates will continue in college, only 17.5 percent of those in grades 9-12 were enrolled in gainful vocational education courses in 1967. Further, of those enrolled in gainful vocational education courses, 53.4 percent were enrolled in vocational agriculture in an area where only about 10 percent of the population was engaged in agriculture in 1960.

The per pupil expenditure in the larger growth centers tends to be higher than the counties in which they are located. The smaller cities, on the other hand, spend less per pupil than the counties. In these cases, it is difficult to justify the existence of a separate school system.

Curricula Not Meeting Student Needs

The rate of illiteracy for the Appalachian portion of Tennessee was 15.8 percent in 1960, as compared with 8.4 percent for the United States and 14.8 for Tennessee, and the percent of 16 and 17 year olds not enrolled in school was about 30 percent. The counties with the highest percentages of 16 and 17 year olds not enrolled in school tend to be counties where the only vocational course taught is vocational agriculture. It seems apparent that the curriculum in these counties is not meeting the felt needs of the students; and the schools are, therefore, not able to hold the students. The state area vocational schools pull in some of these drop-outs for further training, but they cannot approach a solution of a problem of this scope. First, the area vocational schools do not primarily serve these drop-outs. Only 26 percent of the total enrollment in the area schools in 1968 had less than a high school education. Secondly, an unsatisfactory school experience does not encourage young people to seek further education. Clearly the problem must be met at a lower level with particular emphasis on vocational programs in the junior and senior high schools.

The problems in education in Appalachian Tennessee require the following actions, primarily by the counties, with guidance and encouragement by the state:

1. Greater per pupil expenditure

2. Greater variety of vocational courses

3. Better trained and higher paid teachers

4. Fewer school districts. As I mentioned earlier, if the resources of most counties were concentrated in fewer elementary schools and one high school, all of the above requirements would be met to some extent, particularly the variety of vocational courses and the quality of teachers.

Early Childhood Education Gaining Emphasis

In addition to vocational education, there are certain other areas to which Tennessee and the Appalachian Regional Commission consider planning must be oriented. One of these is early childhood programs.

In 1967 legislation was passed which provided that the kindergarten program in Tennessee should receive Education Department Minimum Foundation funds. Since that time the Education Department's Division of Early Childhood Education has been involved in setting up as many kindergartens as funds allow. There are now 132 kindergartens operating with state funds. In addition there are 260 classes operating with Title I, ESEA funds and 12 classes operating with Title III, ESEA funds, and the Headstart classes now administered by the Department of Education.

In addition to the kindergarten programs operated by the Department of Education, the Department of Public Welfare administers programs for preschool children. As of March, 1970, there were about 400 licensed agencies in the Appalachian portion of Tennessee, serving some 13,600 children.

The Governor recently appointed a state level Interdepartmental Committee on Child Development. This committee has the responsibility for formulating a state plan for child development. One of the products of this committee's work will be a statistical description of all programs dealing with preschool children. Since such information is not now available, this will be a most valuable contribution to planning in Appalachian Tennessee.

This project will include a survey of existing programs and resources in the state, and the implementation of selected projects while the planning process continues.

Quality of Educational Manpower Improving

Another area of concern in Tennessee is educational manpower. The median estimated pupils per teacher in Appalachian Tennessee in 1968-69 was slightly below the median for the entire state and the median of the average annual teacher salaries was slightly higher than the state median. The teacher turnover in Appalachian Tennessee is about the same as in the state as a whole (14 percent teacher turnover, Fall, 1968, to Fall, 1969).

The percent of 1968-69 teachers in Appalachian Tennessee with at least a Bachelor's Degree, however, is lower than in the entire state. The Appalachian portion also had a lower proportion of teachers in 1968-69 with at least a Master's Degree. The median total current expenditures per pupil in average daily attendance was slightly higher in the Appalachian portion of Tennessee than in the state as a whole. Since this is higher than the median for 1966-67, much of Appalachian Tennessee is apparently making an effort to improve its public schools.

These data, however, indicate that an effort needs to be made to upgrade the quality of teachers in the Appalachian counties. Some effort has been made in this direction. In 1968-69, all four of the projects approved by the Tennessee Department of Education for funding under the Education Professions Development Act were in Appalachian Tennessee.

Regional Education Service Agencies Gaining Importance

One area of development which Tennessee considers of great importance in the future of education is that of regional education service agencies. The Tennessee Legislative Council Committee conducted a study on Joint Operations by Local Public School Systems. The purpose of the study, as directed by the General Assembly of Tennessee, was to study and bring findings on the following topics:

1. Legislation needed to enable two or more school systems to join together to provide a service or services which are now or may later be desired.

2. Legislation needed to enable school systems to provide for ownership, management and financing of such joint activities.

3. Legislation needed to enable two or more counties and/or cities or special school districts to consolidate all their services, liabilities, assets, personnel and financial support into one school district.

As a result of this study the 86th General Assembly of Tennessee passed the Educational Cooperation Act, permitting local governmental units and boards of education to cooperate in order to establish and operate joint educational facilities and services.

There are at present two groups of school systems in Appalachian Tennessee engaged in joint educational projects. One of these is a comprehensive high school to be jointly operated by Bledsoe and Sequatchie counties in the Southeast Tennessee Region. Appalachian funds will be used to assist in the construction of the vocational portion of the school.

The second cooperative effort is in the East Tennessee Region, and is comprised of seven school districts in Roane, Anderson and Morgan Counties. This organization, the Appalachian Educational Cooperative, began its operation with a grant under the Highway Safety Act for driver education. Later the Cooperative received a grant under the Education Professions Development Act for the training of professional and paraprofessional personnel.

A third regional agency is now organizing in the East Tennessee Region, composed of Claiborne, Grainger and Union Counties, and a fourth agency is entering the preliminary stages of formation in Blount, Loudon and Monroe Counties.

With the enabling legislation now in effect, and with increasing interest among Appalachian school systems in such cooperative efforts, the Appalachian funds available for regional education agencies can be most appropriately utilized.

The Office of Urban and Federal Affairs plans to make available to these organizations Appalachian funds for long-range planning. Such funds will assist these agencies in determining the needs and setting the long-range goals toward which they should strive.

In addition, the Upper Cumberland Development District, with Appalachian funds, will employ an education planner, who will work with education personnel to design a plan of education cooperatives in the district.

These are the kinds of activities and programs with which we are concerned in planning for educational investments in Tennessee. There is a great deal of progressive thought among educators in Appalachian Tennessee. Our role is to encourage and assist them in their efforts to put this thought into action.

TENNESSEE STATE DISCUSSION

Discussion Leader - Dr. Homer Mincy, Superintendent, Oak Ridge City System

Presentation by Dr. Nofflet Williams*

It is a real pleasure for me to be here with you to share some ideas on the role of the education planner. Last night the Executive Director of the Appalachian Regional Commission outlined the development of 63 planning units in Appalachia. This morning Mrs. Smith outlined the establishment of eight planning development districts in the State of Tennessee. Four of these development districts are in Appalachia. One of these, the Upper Cumberland Development District, is moving toward the employment of an education planner in the development of a Regional Education Service Agency as a part of the total development effort of the 14-county area. This development district includes 15 school districts, one special high school, three area vocational technical schools, one institution of higher education, two Model Cities projects and three Community Action agencies (only one of the Community Action agencies is located entirely inside the Upper Cumberland Development District).

On the map outlining the district the red x's represent the three area vocational technical schools, with one area vocational technical school located adjacent to this development district and since it is so close it must be considered in the planning. The blue lines represent the Model Cities projects located inside the development district and the large X over the small Model Cities project indicates the location of Tennessee Tech. So you can see we are not just talking about coordinating the efforts of local school districts.

If we do a good job with our planning we are also talking about working with these other agencies. Thus, the problem is how do we provide comprehensive educational planning for a district containing these diverse educational institutions and agencies. The Upper Cumberland Development District is characterized by a limited tax base, rural opposition to taxation, lack of long range educational planning, a shortage of qualified educational personnel, the absence of strong educational leadership and the low educational horizons of many of the district citizens. Education for disadvantaged children is especially hampered by the community and the family environment which is characterized by substandard housing, low family income, limited services, inadequate transportation, a repressive intellectual atmosphere and low self concepts of local residents.

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*Director of Institutional Resources, Tennessee Technological University, Cookeville

The 1970 population estimates indicate 190,000 residents in the district. The 1968 effective per capita income was $1,644, 57 percent of the nation's per capita income. An estimated 40 percent of the district households received less than $3,000 annual income compared to a national figure of 19 percent. Five of the counties in the district were among the 100 most economically deprived rural counties in the United States.

School programs in the Upper Cumberland Development District reflect the socio-economic handicaps of the region. You are familiar, through your own experience, with this pattern of educational deprivation. Cooperation between Upper Cumberland Development District school systems is not new. They have worked together to develop in-service education programs and area-wide testing programs, a Title III ESEA project and a Career Opportunity program. Geographic boundaries of these projects have never coincided with the present boundary lines in the development district. Almost invariably some counties in the present development district have been excluded while counties outside the district have been included.

This transparency shows a Title III project outlined in red. Notice that it goes well outside the present boundary. A Title III project in the planning stage, outlined in blue, leaves out a couple of counties in the district and a Career Opportunities project in three counties is outlined in black. Thus you can see from this illustration that one of our first efforts must be to orient the people inside the district to planning within the district boundary.

The primary objective of this project is to provide for an educational planner and staff for the Upper Cumberland Development District. This planner will work with the educational personnel of the various educational agencies in the district to develop immediate impact programs as well as devise long range plans for improving the overall quality of education. The ultimate goal would be to develop an educational cooperative which would bring school districts and agencies with common educational problems together in an attempt to find solutions and improve long range educational planning to assist the local citizens and educational agencies to meet specific objectives: to promote the development of early childhood education on a district-wide basis; to assist in developing programs that will improve and expand the quality and quantity of the schools' curricula, including reading, mathematical computations, occupational information, and vocational education, driver education, etc.; to provide leadership in planning training programs to improve the quality and quantity of teaching personnel in the district; to assist school systems within the district to secure and effectively utilize financial assistance from federal, state and local sources; to bring the expertise of consultants and the programs developed by the Appalachia Educational Laboratory and other educational laboratories to bear on the educational problems of the district; to coordinate long range educational planning with social and economic planning and development within the district; to staff an advisory board for this planning effort. Initially the official staff of the educational planning unit will be composed of a full time director and secretary. Their efforts will be augmented by consultants employed to meet specific needs as programs are developed. Structuring an effective advisory committee is probably

the most important phase of the planning effort. This advisory committee shall consist of the superintendent or his designated representative from each school district in the Upper Cumberland Development District and a person designated by each of the following agencies: the two Model Cities projects, the three Community Action agencies, Tennessee Tech and the three area vocational schools. Additional members will be selected from the following categories: two successful adults who dropped out of high school, two high school age dropouts who are unemployed or under-employed, two area vocational technical school enrollees and two university enrollees. The advisory committee shall elect a chairman and a secretary to conduct quarterly meetings. The committee shall assist in formulating the procedures and policies necessary to guide the educational planner in meeting project objectives.

Family educational programs cannot be developed in a vacuum. The complex problems of the development district force us to consider the need for coordination and cooperation among educational agencies. We also need to insure that education planning is coordinated with the social and economic planning and development on a district-wide basis.

The educational planner will be attached to the main headquarters of the Upper Cumberland Development District and will be rubbing shoulders each day with professionals in areas such as health planning, economic planning, law enforcement planning, etc. Casting and coordinating this planning staff will be difficult. Many problems must be faced but if it is successful and I believe it will be, children and in turn, society will reap the benefits.

Presentation by Dr. Wayne Myers*

My comments will concern the role of the Tennessee Valley Authority in the development of this area and some discussion of what we've been working on recently. The TVA also believes in integrated resource development. Instead of highways we have a river system that we use to improve transportation. We also have a little electric power that seems to help the economy, but the biggest and best resource, the one that has been least tapped in the Tennessee Valley and the Appalachian area, is the people, the human resources. I think we are now seeing, through the Appalachian Regional Commission, the Appalachia Educational Laboratory, local school districts, various state departments and other groups, that new strategies for development are available and ought to be employed more effectively.

During the last year in Tennessee I had the privilege of working with four counties (Hancock, Claiborne, Grainger and Union) which were interested in obtaining the services and benefits to be derived by working together and yet desired to retain their local autonomy. These four school districts elected to form a cooperative. Most of the work and the leadership for this

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project has been carried by the three superintendents and the new director. These men have created a document that will receive recognition at the state level under recently passed legislation. We also have a contract for operation for the coming year. If these four counties can do it then any four can. Leaders in these counties were convinced of the value of this project and they involved the State Department of Education, East Tennessee State University, the University of Tennessee, TVA and many other groups. I want you to watch this cooperative because its going to be the best in the Appalachian Region in just a couple of years.

Another program that is taking on a different focus is the Timberlake Educational Cooperative which encompasses Loudon, Blount and Monroe counties and four city school systems. These school systems face the problems related to involvement in a massive TVA project, a dam, the opening up of the river to navigation, a three-county industrial park which could probably match anything in the southeast. This is a program of total development of these three counties which is being considered as part of the Tellico Dam project and the Timberlake Model town project.

You can imagine the problem this poses for school districts. These seven school districts have organized into a planning group for educational cooperatives to look at the kinds of things they might do jointly. One of their first determinations was that they did not need another school district for this new town of 50,000 population. In fact we need to get rid of some of those we have. The group will be conducting an educational charette which I think may be a planning process that could be very effective with educational cooperatives. Rather than turning the planning over to professionals to make the decisions behind closed doors which could result in buildings that serve neither the community nor the schools well, this leadership group proposes to involve the local community in the planning of what kind of education should be designed for the new town and surrounding communities. I would anticipate that the plan that will come out of the charettes will have the consensus and commitment on the part of the people who will be involved.

In another emerging cooperative venture we have the community of Oliver Springs situated on a three-county line. We see the situation of students who travel 20 miles to school just because they live on the wrong side of the street. The city itself is not large enough to operate a city school system. If the three counties would get together they could operate a very good school system. The three county school boards have authorized a study on this and I hope by next year when we come back here that I will have news of a new kind of school operated by a new kind of cooperative.

We face these problems throughout Appalachia. It seems to me that we have always talked about trying to consolidate toward the county seat. If I could leave any single message with you I think it would be that maybe we ought to look to another alternative. It is sometimes easier to get people to merge with a community in another county than it is to get them to go to the county seat and this is an alternative we have never really explored.

In a similar situation we received a request to meet with a group on the southern border of Tennessee in Hamilton County, which is Chattanooga. Chattanooga is on the state line, however we have some people living in Hamilton County who are really in Georgia. There is no high school up there for them. We have two counties in Georgia on Lookout Mountain and they don't have a high school up there either. They had read about the Sequatchie school and wanted a similar school on the mountain. They've already got a building. Now, if you can't get counties to work together and overcome legislative barriers, how in the world are you going to provide means for two states to work cooperatively?

I think there is another factor that we ought to consider. In an educational cooperative we are not talking about only the sharing of services. When the laboratory talks about educational cooperation they are referring to a new process of making education available. For the most part in Tennessee we have played it safe. We have touched the areas that no one really cared about such as driver education and vocational guidance. The real break for educational cooperatives in Tennessee will come when we can venture into the areas of English or history for example, and say lets take all the money we are spending in those areas now and try a different process using modern communications media, mobile facilities and see how much more mileage we can get. We seem to be a little bit chicken to attempt this as yet. I hope next year there won't be such timidity and we will have moved ahead in this area.

Presentation by Mr. Robert Marlowe*

It is a real pleasure to be able to talk with you briefly about the Tennessee Appalachia Educational Cooperative. Through the Tennessee Appalachia Educational Cooperative we serve three counties - seven school systems with a population of a little over 100,000, some 30,000 students and professional staff of about 1,500.

As is true throughout Appalachia, there are a lot of contrasts. I suppose that in this area served by TAEC, we have more contrasts than average. For example, we have the TVA, Norris, AEC and Union Carbide in Oak Ridge. From this it ranges to the dilapidated, coal mining camps. The Tennessee Appalachia Cooperative started as a field activity of AEL with a branch office in Knoxville. From the beginning there was evidence of considerable concern and cooperation among the seven superintendents who worked together from 1967 until we became an actual cooperative about a year ago. We have a Board of Directors made up of superintendents, a representative from the University of Tennessee, State Department of Education and from AEL. We now have a staff of seven who work in planning and development activities, teacher training and psychological services and driver education. We strayed a little from the original field activities which emphasized vocational

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education, media, communications and delivery systems. We have responded to available resources, available funding. However it is interesting to note that everything has focused quite nicely. We are still doing a good bit with the four main areas. Our first program was driver education funded on a 50-50 matching basis with the Highway Safety Commission. Significantly, this year upon the expiration of the three year grant the local school systems have contributed the funds to the cooperative to continue operating the driver education program at the rate of about $54 per student. In addition there have been significant contributions from the state department. I think this is real proof of the interest and willingness of local systems to carry through on an idea even though federal funds may not be available.

We operated two projects last year under the Educational and Professional Development Act. These were carried out in coordination and cooperation with the University of Tennessee and the Tennessee Technological University. Last year we trained some 400 teachers and aides in areas such as simulation, administrative decision making, communications, field analysis, microfiche, role of teacher aides in the classroom.

Perhaps we've done less with vocational education than we've done with other programs. We do however have three small vocational programs. One, we are still acting as field activity for the AEL VIEW program. We do have a small center in Roane County in office and stenographic practice. We also operate what we call our student exchange program. Under the student exchange concept, any student attending any one of the 13 high schools in the three-county area is eligible to go to any high school that has a professional course that he wants, providing there is space for him. Even on the small scale we were operating within last year from all the 13 schools there were some students from each school traveling to another school for some kind of training.

We will continue this year with our Educational and Professional Development training for new teachers and new teacher aides. We will venture into another program we call the psychological services center. This is a program the superintendents have been interested in since the early days of field activity. They recognized the need to improve psychological services for children. We have four Ph.D interns who will be working with us this year to provide comprehensive psychological services to students. At the same time they will fulfill state requirements necessary to become licensed school psychologists. We are doing this, again as in most of the programs, with money contributed by each of the systems, with contributions from the University of Tennessee, with money from the State Department of Education, supplemented by a small federal grant for educational and professional development. Four kinds of money are going into the program. It's not really that big, but this cooperation demonstrates positive evidence that this is what cooperatives are all about.

We are also aware of the need to rethink, perhaps replan and take a new look at the area of vocational education. With industrial and private support we see a real opportunity to move out of the fairly restricted kinds of traditional vocational programs and see greater cooperation with many of the other agencies and industries interested in vocational training.

Another interest we are developing is in the area of data processing and computer testing and programming. We don't necessarily look upon this as a way of saving money but rather as a way to provide improved services and release teachers and administrators who can then concern themselves more with actual instruction.

Also, we have had on the drawing board for some time a very ambitious television delivery system called the quasi-laser link system which is supposed to do everything, and more, than any television system now available. The system could eventually provide the means to program on a 24 hour basis through some 32 different channels into every school in the three-county area.

Another concept we've been looking at in cooperation with some representatives of business and industry and concerned citizens is an environmental studies center which would really give us the opportunity to take the kids out of the classroom and lend relevance to the instruction they have been receiving.

Presentation by Mr. Illard Hunter*

Please glance at the brochure that has been distributed. The front page gives you a quick view of what the Sequatchie Valley Comprehensive Education Center envisions. Consider for a moment two small county school districts located geographically, socially and economically in the poverty area of Tennessee. Total professional population within the counties would be about five percent and most of whom are educators. Only one highway serves the Sequatchie Valley area; three-fifths of the residents are mountaineers, not valley people. There is a distinct unemployment rate resulting from lack of training and lack of opportunities to develop useful skills. Then think in terms of a rather metropolitan area, Chattanooga, 20 miles away. There the average daily attendance expenditure per child is increased by $100 annually and the teacher's average annual salary would be some $2000 more. I think you could begin to understand the problems that faced these two small rural counties in Tennessee in trying to meet the educational needs of boys and girls.

Surprisingly the idea for a comprehensive school did not develop from professional staff. It emerged from a study conducted in 1961 by the Sequatchie Valley Development Association. This association was the outgrowth of community development efforts initiated by TVA staff who worked with local people who were seeking ways to attract industry to the area. One of the first things the association found was that they were going to have to improve the educational opportunities not only for boys and girls grades one through twelve, but also for adults.

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*Director, Sequatchie-Bledsoe Comprehensive High School, Dunlap

From this group of interested citizens working with the school districts and with professional staff, the Appalachian Regional Commission, the Tennessee Office of Urban and Federal Affairs and the State Department of Education became involved. The two boards of education in Sequatchie and Bledsoe counties, with technical help from the State Department of Education, U. S. Office of Education and TVA, proposed to consolidate their two high schools into a single comprehensive educational center that would offer a variety of quality instruction for both high school students and adults which neither of the counties can now afford.

At the same time the boards of education proposed to upgrade the quality of education in the existing elementary schools and improve basic education and vocational and technical training opportunities for adults. Through the efforts of the Tennessee Valley Authority money was supplied for an enrichment program. Twenty-six activities are presently being explored with 16 scheduled to be implemented immediately. Some will require longer range planning. The local control and the administration and operation of the Sequatchie Valley school will still be tied to the local boards of education; the two county school boards will continue to elect and emphasize the same degree of jurisdiction they have in the past. The only difference is the establishment of a board of control that will govern the Sequatchie Valley school, the nine through 12 program. The board has been established jointly by the two school boards, the State Department of Education and the State Attorney General.

We are in the process of site selection, employing an architect, developing the curriculum and hiring personnel. Projected date for completion of the first phase which will be a vocational complex is 1972. We would hope that by this time there might be some permissive legislation in the State of Tennessee that would establish incentive capital outlay funds for such endeavors as the cooperative programs, not only in the field of education but also in health, welfare and other governmental programs. The federal agencies participating in the planning and developing of the program have no control other than that of auditing and providing technical assistance. The total cost of the program as presently envisioned would be about $2.4 million. We are now funded for a vocational complex in the amount of $1.5 million.

We feel that the region to be served by the Sequatchie Valley School is similar to many other rural areas in Appalachia and throughout the nation. Our particular proposal can take on national significance by demonstrating the key role which improved educational opportunity can play in the economic development of depressed rural areas. It can also attest to the value of multi-county support for a single educational center and serve to demonstrate the means by which state, federal and local funds can be used to overcome the initial impact of substantially increased local school expenditures and methods to overcome the multitude of legal organizational and financial problems relating to consolidation of county services. With real dedication on the part of local people, this can be accomplished.

The AEL resource people for the Tennessee state discussion were Dr. Marie Snider, Early Childhood Education; Dr. Hayes Wilcox, Educational Cooperative; and Mr. James Cooke, Vocational Guidance.

K E N T U C K Y S T A T U S R E P O R T

Progress and Plans

Mr. James L. Davis*

Last night Ralph Widner said "We've got to learn to sing together," and as I listened to the two previous speakers, and also as to what Mr. Widner said last night, I think we're actually singing together and just not realizing it. When you hear this status report from Kentucky, it will sound very similar to what Mr. Widner and the two previous speakers have said.

Kentucky is very similar to your own home states, I am sure, in that it is composed of several geographic areas differing in terrain, economy, physical and social features. Naturally, in each of these areas there exist numerous problems related to the different social and physical characteristics. The promotion of the social and economic growth of these varying areas demands a management vehicle to coordinate the proper utilization of resources from federal and state agencies, private groups and institutions.

Program Development Office to Coordinate Planning

To serve as this management vehicle, the Kentucky Program Development Office was created by executive order in June, 1968, as the official state planning office with the mandate to establish a coordinated, state-wide planning and implementation system which would place the development emphasis on a local and regional level, at the grass roots. It brought together, within a single office those units and programs of state government concerned with planning and the planned development of the Commonwealth. It brought together the Area Development office, the Office of Economic Opportunity, the Office of Urban Affairs. All of these units were formerly attached to the Governor's office. The Division of Community Planning and Development was transferred from the Commerce Department and the Kentucky Outdoor Recreation Program was shifted from the Finance Department. On June 18, 1970 by virtue of the action taken by the 1970 General Assembly, the Kentucky Program Development Office became a statutory function of the Executive Department. This new office serves as the central planning agency and the federal-state relations coordinator for the Chief Executive. Serving as the state planning office, this agency coordinates policies, procedures and actions of the state planning committee. The state planning committee consists of the Governor as the

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*Educational Specialist, Program Development Office, Kentucky State Department of Education, Frankfort

chairman and the administrator of the Kentucky Program Development Office as the secretary. Those members of the Governor's cabinet who are concerned with the functional areas of government comprise the membership.

The state planning process involves the integration of all present and potential service capabilities into an orderly system of priorities designed to produce the best possible allocation of state resources to meet the short and long range needs of the Commonwealth. It also involves providing for the implementation of the priorities through the coordinated interaction of state and local agencies and private initiative.

To serve the local and regional levels, two major functions of the office are to coordinate the state technical assistance available to the local levels and to help channel to the local level appropriate federal and state grants available for their use. In the calendar year of 1968 the state planning office helped channel over $93 million dollars in federal funds to counties throughout the state. In 1969 we improved our batting average a little bit by channeling $109 million into Kentucky counties and we are predicting that within the next two years we will channel over $300 million into the counties of Kentucky.

Kentucky Divided into 15 Development Districts

Through the Kentucky Program Development Office, the state has been divided into 15 area development districts. Each consists of from 5 to 17 counties with similar geographic, economic and social characteristics. The area development district concept allows local government to fulfill its leadership role with added strength and unity through a concentration of available resources and investments. The district boards deal with local, state, federal and private agencies as the official body in charge of planning and developing their multi-county region through cooperation with the cities and counties of that region. In dealing with local governments, these regions are accepted by state agencies as the planning and development units for Kentucky. Now, the complete planning network has not been fully operationalized. Twelve of these 15 districts are in operation; the other three are in some phase of development and we anticipate that within this year the entire state planning network will be in operation.

As the official state clearing house for Kentucky, pursuant to the Bureau of the Budget circular A-95, which implements the Inter-Governmental Cooperation Act of 1968 through the Program Development Office, Kentucky was the first state to activate a project review and notification system. Under this system the state planning office (1) receives notification of the intended applications of local applicants (2) determines state or regional interest (3) arranges conferences between the applicant and the appropriate agencies to identify and resolve issues or conflicts (4) prepares comments to accompany the final application (5) notifies interested parties of the application's disposition. Each area development district operates as an official regional clearing house and performs similar functions to those I have just explained.

Multi-County Health Project Successful

An example of the federal payoff possible from the state planning and program design on a multi-county basis is the southeast Kentucky health demonstration project. Mr. Widner mentioned this to you last night. This activity, funded by a $12.8 million dollar grant from the Appalachian Regional Commission, has resulted in a $17 million dollar comprehensive program with $28 million dollar potential. This is for the delivery of health services for the first time to over 432,000 Kentuckians. Until the Kentucky Program Development Office and the Comprehensive Health Planning Council were established, it was just not possible to coordinate the many available programs to serve the common purpose of providing for the health of widely dispersed residents of this particular area.

The state planning office was instrumental in establishing the Comprehensive Health Planning Commission and the Human Resource and Coordinating Commission. Each provides for a formal structure of communication among all state agencies concerned with the given functional area. As a result, more coordinated technical assistance is made available to local levels and the internal operation of state government is becoming more efficient. The effectiveness of these two commissions, the Health Planning Commission and the Human Resource and Coordinating Commission, has reinforced the Kentucky Program Development Office awareness of the desirability for similar coordination commissions for transportation, physical resources and education.

The establishment of these commissions and the efforts of the state planning office led to the establishment of a Program Planning, Communication and Coordination System -- known as the P2C2 program. This represents a benchmark in the Kentucky Program Development Office goal to facilitate optimum coordination of all state technical assistance available to the local government. The P2C2 system will enhance the formalized communication of state agencies through the commission structure by providing precise procedures of transmitting information among state agencies.

Time does not permit a detailed discussion of all the service-oriented accomplishments of our state planning network, however it should be mentioned that important work is being performed in comprehensive health planning, mental health, hospital management, Appalachian highway extensions, crime management, vocational education, manpower development, tax revenue and analysis, and planning information systems. Much of the credit for these accomplishments goes to the successful implementation of the multi-county cooperative effort which gives the local areas a direct communication line to the state government and the technical assistance available to them there.

Vocational School Network Established

A major multi-county cooperative effort is in the field of vocational education training. In 1965 in Kentucky there were 91,000 students in vocational training. That same year the Commonwealth of Kentucky adopted a five year plan for the development and construction of vocational schools throughout the state. These schools are located within 25 miles of all the students in the eastern portion of the state and within 30 miles of all students in the

western portion of the state. This arrangement offers all students the opportunity to learn a skill or trade which is immediately saleable on the job market. This provides both the employer and the employee with a commodity so necessary to the economic growth of our state -- a good income for the employee and a skilled craftsman for the employer.

Kentuckians have found the vocational school serving the multi-county population to be the most economical and feasible way to provide skilled training. The state has in excess of 190 school districts and there just isn't enough money to physically locate a vocational school with a quality program in each one of these school districts. However, through our multi-county set-up we can make this quality program and skilled training available to our students.

During the 1969 and 1970 school year 13 area vocational schools and 38 extension centers were in operation serving in excess of 120,000 secondary and adult students. This represents a 70 percent increase over the figures I gave you for 1965. Even though the five year plan is completed and thousands of individuals are receiving much needed training, the number of requests for training is rapidly outgrowing our facilities. In one vocational school alone there is a waiting list of 400 applications, people who want specialized training and we just don't have the room for them. Therefore, we must expand our present capabilities to meet the demands of our citizens.

Training Designed to Meet Industry Demands

We, in Kentucky, are also conscious of other than the normal demands placed upon vocational schools. For instance, this year, in an attempt to fill the tremendous void of skilled miners and to help fulfill the requirements of the new Mine and Safety Act of 1969, we have submitted for approval a proposal for a mine training vocational school to be located in the eastern Kentucky coal mining region. This particular school will provide skilled training to present and future employees in the mining industry.

Another multi-county project receiving accolades is our Kentucky Infant and Preschool Program Planning project. I'll refer to this as KIPPP from now on. This project is being conducted in two of our multi-county districts. Each district is composed of 8 counties. This program is a planning project sponsored by the State Human Resources Coordinating Commission and is the state model for childhood development programs. The primary objective for our KIPPP program is to provide program assistance to the communities in the multi-county development districts in the development and initiation of new programs and the strengthening and expansion of existing programs for infants, young children and their families.

KIPPP Projects Tailored to Community Needs

To effectively develop these programs high quality state services, well coordinated at the state and local levels, are needed. But one program model would not suit every community's needs. Therefore, a series of alternative models are needed so that local communities may develop a program which meets their individual requirements and priorities. To achieve this objective a broad plan of operation was developed and a series of activities was initiated.

First, an inter-agency committee composed of state agencies concerned with childhood development, was created. The primary task of this committee was the development of a catalog of individual program components necessary for any childhood development program.

This plan will maximize the effectiveness of existing resources; it will pinpoint needs and priorities and it will assure the essential inter-departmental cooperation. Materials and information about early childhood programs currently in operation in Kentucky, and throughout the country were cataloged. Then this information was compiled and presented to local communities to acquaint them with a range of alternatives in determining their own program. An integral part of the plan involves the development of local planning committees and the development of programs which will be sponsored by the multi-county development districts.

The multi-county development district is the official planning body with the KIPPP Community Planning Organization providing the program input for their particular locality. This summer the local planning bodies will become engaged in the development of proposals for grant funding through the multi-county development districts. Technical aid will be available from the state planning office. By the end of this year we should see the phasing out of the planning and funding process and the beginning phases of the operationalized programs down at the community level - programs that the people want.

Local Residents Provide Leadership

I mention these two particular programs to you because we feel that they are among our most successful. Many states have borrowed our ideas for these programs and have altered them to meet their own situations. Now, as you can see, through the year many improvements in social and economic conditions have taken place in Kentucky. But this is just a start. We've still got a long way to go but there is no doubt in my mind that these improvements have resulted from the planned use of the leadership, the technical ability and the financial resources of our three levels of government. The local people will give you the leadership; the technical assistance is located at the state level because there's where it can be afforded; and then the federal government controls most of the money. When you put these three components together, you've got to come up with a winner - if you put them together properly.

Kentucky has led the way in implementing the multi-county cooperative effort. This is a new concept and we're proud of our accomplishments. We are certainly willing to share our experiences, both good and bad, with those who are interested in the hope that, through sharing knowledge, we can learn and serve our country in the best manner possible.

K E N T U C K Y S T A T E D I S C U S S I O N

Discussion Leader - Dr. D. E. Elswick, Director, Educational Research
Kentucky State Department of Education

Presentation by Dr. Arthur Cottrell*

We are a Title III ESEA program in the State of Kentucky operated throughout the entire state. For the past year we have worked primarily to try to create a statewide awareness of and interest in the need for planning. Central to this effort was the development of four slide tape presentations: "Planning for the Future," "Temporary Society," "Goal Setting" and "The Planning Process."

These four presentations have two central themes. The first is primarily that change, which we have all had to deal with in our lives, is now accelerated and it is becoming increasingly important that we learn to adapt to this change. When I say adapt to change, I mean that as far as our technical training is concerned, as far as our preparation in education is concerned, both professionally and psychologically, we must learn to live with this rapidity of change that we see going on across the nation.

The other major theme emphasizes that for us to do an effective job of planning in education, in order to know what we are doing, we must set some goals and objectives and then develop the plan to show us how to get there. That is the first order of business in a systems approach to planning.

The presentation that we will show today is entitled "The Temporary Society." The first one I mentioned, "Planning for the Future" was designed primarily for lay audiences. This one is more for educators. We are showing these programs throughout the State of Kentucky to superintendents, particularly in ESEA Title III regions, to PTA's, to civic groups, and boards of education, to try to stimulate an awareness of and interest in the need for educational planning - planning that is different from the fragmentary type of planning we have been doing in the past. I think the time has come for us to take a more systematic approach to what we do. We need to be accountable, not accountable fiscally, but accountable programmatically - accountable to the students we turn out from our schools.

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*Kentucky Innovative Development Centers, Frankfort

Introduction to the slide tape presentation: "Someone has called the age we are living in the Temporary Society. By this it is not meant that we are going to blow ourselves off the face of the globe, although such is possible. Rather it is considered a temporary society because it is undergoing rapid change. Every age to some degree has had to go through change. Our generation, and even more so those that follow, are asked to cope with accelerated change ..."

Presentation by Dr. D. E. Elswick*

This slide-tape presentation sets the stage for discussion of planning and change in education in the 70's. If we plan for anything less than a decade, our planning, at least our long range planning, will probably not produce the greatest benefits possible. We need all kinds of planning - intermediate range and short term also, but what we are getting now in our school systems is short term planning because, in Kentucky, we have always planned on a two-year basis. Now we feel that the minimum time that a program should be planned for would be four years and we're saying that we ought to be able to conceive right now the desired program of education for a 10 year span.

At this point I would like to cover what we are doing at the state level and what we are doing at the local level. I think we need to know what programs are under way,what programs are planned and what we envision over a longer period. We are talking about comprehensive, long range planning in the Department of Education. We are committed to it. We have grant funds. We have a two-year budget approved.

We expect to launch this program at a meeting on July 30-31 in Louisville at a total exposure session, designed to reach all population groups. Representatives from citizen groups will attend this meeting, there will be non-public school personnel and public school people. We have recognized that we cannot improve education by channeling it in one single direction or through the efforts of one group. We must have public support. We are moving into a new era of accountability in education. We've got to say what we will do with the people's money. We welcome the opportunity.

This planning unit that we are launching will involve three basic programs that relate to and will produce,we hope, accountability in education. We are talking about linking planning units, a research and development unit and an evaluation unit. One must support the other. Without good research and development we do not know where we are going. Without adequate planning we don't realize any benefits of our research and development.

I feel we have many areas of concern which are important; the major consideration of educators and the public should be relevancy in education. We have long been "efficiency experts" as Dr. Cottrell said. We went through a period of effectiveness in education. It is a great goal. But the main question after all these years is - has our education been relevant? Are we

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*Director, Educational Research, Kentucky State Department of Education, Frankfort

giving young people the kinds of education they need? We decided to go back to the grass roots and ask this critical question: What are the greatest needs of Kentucky's learners? We asked 7000 residents this question within the last six months. We had a statewide canvass of three major population groups - public school people, non-public school people and citizens-at-large. They challenged our thinking. In fact they refuted many of our beliefs. This resulted in a Kentucky educational needs assessment. What do these citizens say is the greatest educational need in Kentucky? In Appalachia? "Learning skills." You and I have been giving emphasis to learning basic knowledge. The respondents to our survey indicate learning basic knowledge was fifth on their lists. Where did they put vocational education? Number two. And we have excellent cross correlation among these groups.

So we feel that we are well started on the road to providing the kinds of education you want to see in the schools of Kentucky. And, as most of you know, that is the reason we say in the decade of the 70's we must work toward planning and changing education. Why put planning first? Because change without planning has never produced any good results.

Hopefully a goal oriented type of education will result. Next year all federal monies, all federal programs must be converted over to performance goals and objectives. We call it management by objective because we must know the specific objectives of each program and we think it's good for the federal programs. It's good for state programs. We are going to set up performance goals and objectives for both programs.

We've identified a good base of 110 learner's needs in 10 general areas. Now we need institutional goals and objectives. We need instructional goals and objectives. And in the end we must be able to account for the money we will spend. We do not expect to go to the 1972 legislature or any other legislature unless we can show in greater specificity what the public school dollar will buy. We have not done very well. Neither has our education been very efficient or effective.

We must become familiar with the terms accountability, management by objective, input measured against output. We are caught up in the scientific approach to education and I for one am willing to live with it. I think it has value for designing programs appropriate to our rapidly changing society - the temporary society.

The resource staff from AEL were Dr. James Kincheloe, Educational Cooperative; Mr. Kemp Winfree, Vocational Guidance; and Mrs. Patricia Hughes, Early Childhood Education.

W E S T V I R G I N I A S T A T U S R E P O R T

Progress and Plans

Robert B. Crawford*

As a prelude, I think it's only fair that we very quickly look back for a few years and then view the current total picture. I'd like to finish with more detail on a couple of specific programs. At the turn of the century there were practically no automobiles. Now we have nearly 80 million vehicles along endless belts of asphalt and concrete. Telephones were rare in 1900. Now there's one for every two persons in the country. Our two coasts, which in 1900 were separated by nearly a week of hard travel, are now less than four hours apart. Since the turn of the century our gross national product has tripled. The average work week has decreased from some 60 to about 40 hours and the number of federal government workers has increased tenfold.

The overwhelming fact of the future, to establish a base for comments that I'm going to make, is world population, which by the year 2000, is expected to double today's population. Clearly, population trends are a major factor in all planning efforts. The Census Bureau estimates that the United States 1975 population will number 224 million, the total will reach 265 million by 1985 and by the year 2000, we will have about 325 million people in this country. In other words, by 1985 there will be over 64 million more Americans than we have now.

Young Population Influences Planning

Another fact important to planning relates to the increasingly younger population. Young people will make up the greatest segment of the United States population growth during the next two decades. Some 82 percent of the population increase between 1965 and 1975, is among persons under age 35. Ours is becoming a young population; in just a few years half of our total population will be under age 26.

Those of you who now hold leading positions in education, in government, in business, must remember that those who will take over these positions during the next 25 years are today members of this younger generation. This generation has known only good times, with plenty of job opportunities and steadily climbing personal income in an era of unprecedented affluence, economic growth and materialism. One of every two persons in this country has been born since the start of World War II. Almost one out of three people has been born since the start of the Korean conflict.

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*Acting Director, Governor's Office of Federal-State Relations, Charleston

Federal Aid Permeates Life

Now with that as background, let's get into another facet of my comments. Are you for or opposed to federal aid? I think most of you would say "we're for it." We want the aid - we don't want the control. Yet I'm amazed at some of the letters we receive in the Governor's office that indicate some people don't want federal aid. I ran across a letter written to a U. S. Senator several years ago (1968) and published in the U. S. News and World Report. Let me just quickly read it to you. "A Senator's Story of Federal Help" illustrates how much a part of American life government assistance has become and how unaware people are of the benefits they receive. These are some comments that were published in an Ohio Senator's newsletter to his constituents:

> A young man lived with his parents in a low cost public housing development in Hamilton County, Ohio. He attended public school, rode the free school bus and enjoyed the free school lunch program. Following graduation from high school he entered the Army and upon discharge kept his National Service Life Insurance. He then enrolled in an Ohio University, regularly receiving his G. I. check. Upon graduation he married a public health nurse, bought a farm in southern Ohio with an FHA loan. Going into the feed and hardware business, in addition to farming, he secured help from the Small Business Administration when his business faltered. His first baby was born in the county hospital, which was built, in part, with Hill-Burton funds. Then he put part of his land under the Eisenhower Soil Bank program and used the payments for not growing crops to help pay his debts. His parents, who were elderly by now, were living comfortably in the smaller of his two farm homes, using their Social Security and old age assistance checks. Medicare covers most of their doctor and hospital bills. Lacking electricity at first, the Rural Electrification Administration supplied the line; a loan from the Farmers' Home Administration helped clear his farmland. That agency suggested building a pond and the government stocked it with fish. The government guaranteed him a sale for his farm products. The county public library delivered books to his door. He, of course, banked his money in an institution which a federal agency had insured. As the community grew he signed a petition seeking federal assistance in developing an industrial project to help the economy of his area. About that time he purchased a business and real estate at the county seat, aided by an FHA loan. His children in college received financial assistance from the federal government, his son, under the National Defense Student Loan program and his daughter under the Nurse Training Act. Both lived in dormitories and studied in classrooms which were built, in part, with federal funds. A little later, it was rumored that this fellow had joined a cell of the John Birch Society and also the Liberty Lobby, both at that time and still for the most part, right-wing, extremist groups. He wrote his Senators and his Congressmen denouncing excess government spending, Medicare, big

government, the United Nations, high taxes, and enclosed his John Birch propaganda leaflet. And in this letter to his Congressmen he included the following paragraph: "I believe in rugged individualism. People should stand on their own two feet, not expect government aid. I stand on my own two feet. I oppose all those socialistic trends you have been voting for and demand a return to the free enterprise system. I, and my neighbors, intend to vote against you this year."

Report on Governor's Office

Now, if you will, look at that organization chart that I gave you. I am going to try to give you an overview of what has been done in the Governor's Office of Federal-State Relations during the past 15 months. When Governor Moore came into office he recognized that there were many federal programs that were not coordinated, There was, and still is, a great deal of duplication, wasted effort, mismanagement. This was not necessarily because of graft and corruption, but because of the way things were organized with many people, agencies and organizations who at times seemed almost to work against each other rather than pulling together. So he tried to take all of the different federal programs that were operating more or less as appendages to the Governor's office and some which were in certain other line agencies and he moved these into his own office.

If you will refer to your chart again, you will see three major divisions, all reporting directly to the Director of Federal-State Relations, who reports to the Governor. These three major divisions are Planning and Development, Grants Information and Special Programs. You will also see that if you look at the Director of Federal-State Relations position in relation to that of the Deputy Directors of each Division, you will see that a triangle is formed. And, in turn, if you take any of the three major departments you get another triangle. This is called the Linking Pin Theory of Management. This provides a mechanism for a manager to get information from the people who work with him and for him in a way that doesn't relegate them to a secondary position, since each of these people is a director in his own right. So you get a kind of participative-management process, where you get inputs from everybody and have a procedure to channel information to the top of the triangle.

When Governor Moore first entered state government he recognized the diversity of opinion on what planning was and what planning should do and how much weight should be attributed to planning at different levels, and by planners in the state. So he appointed a high level task force of specialists. They studied planning; they studied development, they studied regionalization. One of their major conclusions was that you've got to tie planning and development together because planning really is a part of development. So one of our points of emphasis has been on development planning. However you can't stop what you're doing in order to plan. Development is occurring whether it's what you want or not. So we try to tie planning and development together very closely.

I'd like to comment to you about our proposed regional legislation. We studied the very fine Virginia plan that we talked about earlier this morning. We studied all of the states that have done this. We came up with recommended legislation that we felt was better than any of the states but we failed to complete a very important step. We failed to educate and communicate with our

legislators in the State of West Virginia prior to the hearing. When a legislator doesn't have enough information he usually votes "no." So we've got to do a better job of education in order that we can effect our regional planning and development legislation in West Virginia.

Regional Planning Under Way in Several Programs

Another program I'd like to talk about, but time does not permit, is our clearing house which was established really as a part of the Federal Inter-Governmental Cooperation Act of 1968. Many of you who are used to dealing with federal grant programs are aware of the Bureau of the Budget's Circulars A-95 and A-98 which call for a centralized clearing house to try to prevent the duplication that exists when two federal programs are funded to do the same job in the same territory.

Let me comment briefly about health planning in West Virginia. Pat Evans, our director, has done a fine job in organizing an extensive statewide network of area health planning agencies. We have an organization called the Health Planning Council in Region I serving Boone, Kanawha and Putnam Counties. We have an organization called Health Incorporated that serves the 8-county area surrounding Parkersburg. We have a newly funded organization known as the Comprehensive Health Planning Council of Region 7, which serves the 10-county area around Elkins and there is an organization which will serve the 10-county region encompassing Morgantown, Fairmont and Clarksburg currently under review for federal funding. In addition, an organization that has done an amazing job is the Southern West Virginia Regional Health Council which is funded by the Appalachian Regional Commission.

Southern West Virginia Regional Health Council has established a 24-hour referral service and poison control center. In their 9-county area any person can receive information almost instantly in regard to a health care problem at any time of the day or night. The council has established several satellite public health centers. They also carry out a health screening program for children. The council has established a home health service, a health education service, a tuberculosis diagnostic service, a vaccination program, a solid waste disposal program and a manpower training program to try to incorporate nurses training at Concord College and at West Virginia State. These services would not have been possible without this multi-county, regional health organization.

Early Childhood Education a Priority Program

Probably one of the major emphases of our office has been early childhood education demonstration centers, jointly planned by the Governor's office and the West Virginia Department of Education. A state plan has been developed for operating seven regional early childhood education centers in West Virginia. Organizational plans have been explained to educators, representatives from other state agencies, professional and lay groups and parents. The long range plan involves developing regional education service agencies which can serve as legal entities capable of receiving and expending funds from local, federal, state and private sources.

W E S T V I R G I N I A S T A T E D I S C U S S I O N

Discussion Leader - Mr. L. K. Lovenstein, Coordinator of Special Programs, West Virginia Department of Education

Presentation by Dr. B. G. Pauley*

Beginning with the requirement for an educational needs assessment as stipulated in Title III of the Elementary and Secondary Education Act (ESEA) the West Virginia Department of Education assessment procedure became more formal. A formal needs assessment was made for the 1968-69 and the 1969-70 school years and a printed report was produced for each year. The needs assessment for 1970-71 is now in progress; the report is scheduled for publication about December.

There are many different approaches to making needs assessment, ranging from a simple summation of needs as expressed by both educators and members of the general public to the more formal statistical procedures. In some cases needs are identified from objectives and status; in other cases the procedure is reversed with objectives being derived from needs found. Probably there is very little difference between these procedures since goals, objectives, needs, status and results obtained are all parts of a circular planning process.

In West Virginia we chose to begin with a statement of goals. Two such statements have been produced, one entitled "Goals for Education" and the other "Goals for Education in the New Era." Both these statements were developed with wide participation of department members and local educators. The statement "Goals for Education" is institutionally oriented in that it deals with finances, enrollments, sizes of schools, costs of education, etc. The "Goals for Education in the New Era" statement is more learner-oriented and deals with the educational expectations held for West Virginia students.

The second step in the department's needs assessment is that of deriving measurable objectives based on the goals. The department has done this and has published a statement of objectives for education in West Virginia based on the institutional goals mentioned above. The department is in the process now of developing learner-oriented objectives. These objectives are being developed again with wide participation in connection with The Comprehensive Educational Program, the department's curriculum leadership program.

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*Deputy State Superintendent, West Virginia Department of Education, Charleston

Once objectives are stated, the next step is to gather data relative to the objectives. This simply means that we state objectives and then determine the status with regard to each of the stated objectives. This process was accomplished in the first two years with the data being gathered manually. The first assessment was made independently of the department's regular reporting channels; the second assessment was made in conjunction with the regular reporting channels. The third year assessment, currently in progress, is being computerized and the annual assessment process will now become a regular part of the department's data gathering efforts.

The West Virginia Department of Education has chosen a discrepancy model for determining needs. That is, needs are defined as differences found between stated objectives and determined status. For example, if an objective deals with the elimination of one-room schools, as does one of our objectives, then the number of one-room schools still operating is an indication of a need. Once determined, needs are then rated as being more or less critical by staff study based upon the size of the discrepancy found and the judgment of the professional staff as to the importance of each need.

Programs administered by the Department of Education are approved within the areas of need. Once approved, the programs are evaluated. In fact the department now requires that each proposed program carry as part of its proposal a description of the evaluative procedures to be used and an indication of the funds and personnel required to complete the evaluation. Results of the evaluation are also fed into the assessment process and become part of the cycle of stating goals and objectives, determining needs, implementing programs, evaluating programs, and stating new goals and objectives.

The Department of Education accomplishes its needs assessment process through an Office of Assessment, Evaluation, and Dissemination. This office functions cooperatively with the Office of Educational Planning and the Office of Research. The department has submitted a proposal to the U. S. Office of Education to establish a Comprehensive Planning and Evaluation Unit. This proposal has been approved and a study is under way by the department to determine the exact responsibilities of this unit and the personnel to be assigned.

Presentation by Dr. D. D. Harrah*

I'd like to discuss our planning philosophy and outline some efforts that are under way in the West Virginia Department of Education. This Division of Educational Planning has been designed to assist the 55 school districts in West Virginia in the systematic planning for educational improvement for all the citizens of the state, from early childhood education through adult training programs.

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*Director, Educational Planning, West Virginia Department of Education, Charleston

We have considered three different periods for planning - immediate, intermediate and long range. Department planning activities are categorized into four phases: levels, processes, involvement and elements. The levels are early childhood education, elementary, secondary and adult education. At all levels planning involves the identification of the state's present needs, establishment of a priority order to meet these needs, development of necessary strategies and activities to accomplish the goals, evaluation of the efforts and recycling or replanning.

Processes include the organizing and staffing, developing a planning strategy, identifying needs, establishing priorities based on those needs, establishing a network to investigate the priorities and conduct the activities, staff assignment, analysis, determining implications and alternatives, application, replanning and involvement. Involvement entails gaining the involvement of all elements of government, business and industry, organized and unorganized educational groups.

Elements which must be considered are needs, costs, administration, research, personnel, assistance (state, federal, fiscal) coordination with other studies, and regional development policies.

I wish to state that reasonable progress has been made in relation to state planning in education and list the following things that have either been accomplished or are in the process of revision or implementation:

- The Comprehensive Educational Program (a curriculum guide) for West Virginia schools was completely revised and rewritten April 1970. Considerable change went into the new document, particularly in the area of change in the classroom, defining in more detail the essential criteria and expected measurable outcomes. This revision was accomplished by contribution from the entire department staff.

- A study was made by Dr. Henry Marockie which later was published as a dissertation entitled, "Goal Transformation in a State Department of Education." This study attempted to identify the proliferation and duplication of roles in our department and indicates some specific adjustments for reorganization.

- A review team of U. S. Office of Education representatives and state educators completed a study of the West Virginia State Department of Education and suggested that a careful reorganization be of major consideration. This study identified 37 major areas of concern that would involve other facets of government concerned with education and suggested a coordinated effort for the improvement of education in West Virginia.

- An educational needs assessment was completed June 1970 under Title III, ESEA. This report identified specific areas of educational concern in relation to the 55 counties of West Virginia. Emphasis was placed on assessment of programs and facilities offered to the students of the state.

- January 1, 1969, West Virginia inaugurated a new Governor, The Honorable Arch A. Moore, Jr. Governor Moore immediately appointed a task force of business and professional people to make a detailed study of all facets of government in West Virginia. The report on the State Department of Education was received and studied, and some of the recommendations are now in the process of being implemented.

- During the year, 1967-68, the state department identified 49 goals. These were analyzed by faculty of West Virginia University and were translated into measurable objectives. At the present time, some of these objectives are being pursued. To mention several:

  Early childhood education
  Adult education
  Legislation permitting attendance areas or multi-county organization for educational services is under careful study and consideration.

- The department is presently engaged in the development of state department leadership training in cooperation with West Virginia University. This project is made possible through An Interstate Project for State Educational Agency Professional Development. This is a six-state project; the funding is through the State of Wisconsin.

Presentation by Dr. David A. Puzzuoli*

Many of the discussions we have listened to during this conference have related to administrative organizational models for schools in Appalachia. They included such topics as: regional educational agencies, educational cooperatives, regional planning units, and the relationships of local educational agencies to the state educational agency. In my work at West Virginia University we are interested in organizational models but we are also interested in what happens within the "management box." That is, irrespective of the kind of organizational chart one provides, it is important to us to determine the efficiency and effectiveness of the implementation of new and/or traditional management systems within a school system. The "box" we have chosen to look into is the management of the school transportation system. To this we are making an attempt to apply systems analysis/ operations research techniques to the problem.

Systems Analysis Techniques Discussed

My purpose, today, is not to provide definitions for systems analysis --time is not available and, frankly, the literature is resplendent with definitions and debate relating to systems analysis. However, to preface my remarks this afternoon and to establish a frame of reference, I would like to quote from the Second Hoover Commission on Organization of the Executive Branch of the Government in their report of 1955.

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*Coordinator, Educational Research and Field Services, West Virginia University, Morgantown

> In the Department of Defense, effective fiscal management has been hampered by over detailed and cumbersome allotment structures. The effect of trying to control operations through such a system places emphasis upon the ability of organizational units to expend no more than pre-determined ceilings. The ability to live within such ceilings is no real gauge of performance. Accounting systems which disclose all costs...are a prime requisite to effective management.[1]

The Commission then made a series of major recommendations, which included:

> That the executive budget continue to be based on functions, activities and projects but be redesigned as a "program budget." The program budget should be supported by information on program costs and accomplishments, and by a review of performance by organizational units where they do not coincide with program budget classifications.
>
> That government accounts be kept on the accrual basis to show currently completely, and clearly all resources and liabilities and the cost of operations...
>
> That for management purposes, cost-based operating budgets be used to determine fund allocations within the agencies, such budgets to be supplemented by periodic reports on performance.[2]

Further, when Robert N. Anthony was appointed Assistant Secretary of Defense in the summer of 1965, he was asked by the Secretary of Defense to make major changes in programming, budgeting, and accounting systems. Project PRIME (PRIority Management Efforts) was implemented to make meaning out of a proliferation of management systems which were of widely varying degrees of usefulness and developed with consequent overlapping and conflicts among and between agencies within the Department of Defense. Project PRIME became integrated with the Resource Management Systems (RMS).

Out of this activity, recommendations/guidelines were generated for project or agency manager responsibility. These were:

1. Formulate programs systematically, including a definition of alternatives, and selection of the best alternative.
2. Translate programs into budgets in an integrated consistent fashion---requiring that they be expressed in similar terms.
3. Specify responsibility for a mission or service in terms of organizational units.

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[1] Defense Resource Management Systems: Project Prime (Washington, D. C.: Industrial College of the Armed Forces, 1967), p.2.

[2] Ibid.

4. Measure actual performance against planned performance (effectiveness).

5. Relate resources consumed to work done (efficiency).

6. Provide recurring, quantitative information regarding actual results of activities to managers of appropriate levels.

7. Provide reliability and consistent accuracy in the data.[3]

With the recommendations/guidelines generated by project PRIME and RMS as a base line, we at West Virginia University implemented a research project to apply the techniques of systems analysis to school transportation---recognizing that school transportation is but one sub-system of the total school system.

School Transportation Problem Complex

The magnitude and complexity of the school transportation system can be placed in perspective by a cursory examination of data related to the topic.

These data which I am reporting are based upon the 1967-68 academic year---this was done to obtain comparable data between West Virginia and the national picture.[4] Also, an attempt was made to remove federal monies from total school budgets in order to obtain meaning in the historical data. I will admit that this was not a very successful endeavor, however, I do feel that the data are within the "ball park."

During the academic year 1967-68, the schools of America expended approximately one billion dollars to transport pupils---this represents approximately 4 percent of the total Current Expense budget generated by local effort. During this same period of time, West Virginia expended approximately 12.3 million dollars on transportation (this has grown to approximately 14 million dollars during the recent academic year); this expenditure of 12.3 million dollars represented 7.2 percent of the Current Expense budget for the schools of West Virginia. West Virginia was ranked third in the United States behind North Dakota (9.3 percent), and Mississippi (7.7 percent) on this ratio.

During the period 1960-67, the schools of West Virginia saw the ratio between the costs for school transportation and the Current Expense budget climb from 5.6 percent to 7.2 percent, an approximate increase of 30 percent.

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[3] Ibid.

[4] Current Expenditures by Local Educational Agencies for Free Public Elementary and Secondary Education, 1967-68 (Washington, D. C.: U. S. Printing Office, OE-22026-68) October, 1969.

During the seven years, the number of pupils transported by West Virginia schools increased only 9 percent and the total state school bus fleet increased by 16 percent.[5]

During 1967-68, the schools of West Virginia transported approximately 257,000 children or more than one-half of a million passengers a day when one considers both the morning and afternoon runs. The state utilized approximately 2300 buses and they traveled approximately 24.4 million miles.

Objectives of the School Transportation System

As one reviews the objectives of school transportation systems across the United States, it can be observed that little variance can be found among the states. In general terms, the objectives do not vary differently from what one finds as the purposes of the pupil transportation services as given in the West Virginia Comprehensive Education Program:

1. Transport pupils safely to and from their curricular, co-curricular, and extra-curricular educational experiences and activities without subjecting pedestrians, other motorists, or property to injury or damage that might be prevented.

2. Implement the pupils' transportation program so as to contribute, with maximum service, to the comfort and convenience of pupils, but in compliance with established standards and regulations.

3. Purchase and operate transportation equipment, provide maintenance, and administer all facets of the program of pupil transportation competently and effectively.

4. Provide pupil transportation service at the lowest possible cost consistent with established standards of operation.[6]

Further, the Comprehensive Education Program states "The school transportation program is evaluated in terms of four quality factors: safety, efficiency, adequacy, economy."[7]

It is in the area of evaluating a school transportation system, on the terms given above, that one begins to observe the application of ineffective evaluation techniques. The question remains "How do we evaluate a school transportation system?" Historically, we count! We count children, miles,

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[5]Rex M. Smith, Educational Statistical Summary, 1960-61, 1961-62, 1962-63, 1964-65, 1966-67, 1967-68 (Charleston, W. Va.; State Department of Education).

[6]Rex M. Smith, The Comprehensive Educational Program (Charleston, W. Va.: W. Va. State Department of Education, Revised Edition, 1970), p.18.2-18.3

[7]Ibid., p. 18.3

dollars, drivers, accident free miles, etc. We fall into the trap of asking the wrong question. We only ask frequency questions (how many? how much?). The only kind of answer we can obtain from a frequency question is a frequency answer. More importantly, these answers reflect only single purpose planning.

We cannot, under the present method of managing school transportation systems, find the real answers to efficiency, adequacy, and economy through a frequency evaluative model.

We need management models which generate alternatives, cost-analysis data, cost-effectiveness data and other related data. These kinds of management models utilize the constructs of systems analysis---PPBS, CPM, simulation techniques, etc. We need management models which find the level of efficiency, economy and adequacy. That is, how can we produce the desired effect with a minimum of effort, expense, or waste? How can we carefully manage our resources? How can we meet acceptable standards? The time has come when we can no longer define efficiency as how many runs can we get out of one bus? The answer is more complex than a simple frequency answer.

Transportation Alternatives Identified

We must first expend efforts in attempting to identify alternatives both within and without the school transportation system, as we presently view it. That is, can we find alternatives to school transportation? Can we find alternatives to the present methods of managing school transportation systems?

I propose the following alternatives for your consideration:

1. May we use other modes of transportation in lieu of land travel? An alternative to land travel is air travel---the use of helicoptors. Viet Nam has taught us many lessons; has Viet Nam taught us any lessons in moving large numbers of people by helicoptors as related to terrain? Even with these questions in mind, there appears to be a broader question to which we must address ourselves; that is, does land transportation limit the use of school facilities, expert teachers, excellent pupil learning experiences? Can we move pupils about the State to better meet their learning and developmental needs? I believe the questions raised indicate that one may surmise that the school transportation system may have a greater objective or purpose than simply transporting pupils safely to and from school.

2. Payment in lieu of transportation---can this concept be defined in terms which have greater meaning than purchasing an alternative form of land transportation? Possibly, it may be defined as payment for a type of rent subsidy. It can be shown that the

average county in West Virginia expended approximately 52 cents per mile in transporting pupils during 1967-68 (the range was 37 cents to 74 cents per mile). If one takes an example of a family living up a "holler" road three miles from a main road, the county school system expends approximately $6.24 per day to transport the children on this three mile stretch of road or approximately $1,123.20 for the average 180 day school term. Could this family be moved to "town" with some of the monies normally expended to transport the children being spent in some form of rent subsidy? Would the "town" environment have a more positive effect upon the development of the children from this home than the isolated rural environment in which the school finds them? Again, school transportation may have a greater purpose or objective than simply transporting children safely to and from school.

3. Optimize the operationalizing of the present form of school transportation by applying the principles inherent in systems analysis, can we more effectively and efficiently expend the resources at hand? Can we investigate and control those variables which decrease the efficiency of the land form of school transportation. Can we simulate and at the same time optimize the present form of school transportation?

4. Integrate both the air and land form of transportation for the optimum in school transportation. Can we develop a model whereby the optimum school transportation system would include both land and air forms?

At West Virginia University, we chose to begin our research with alternative number three - the alternative related to the present form of school transportation and are now attempting to optimize the operationalizing of the school transportation system in West Virginia through systems analysis.

Through a grant from the Higher Education Act, 1965, Title I, we are attempting to computerize the school transportation system of Barbour County, West Virginia. The project is an attempt to find the most efficient method of transporting students, by bus, in a local county school system. The status of the project is such that no hard data or simulated models for bus routes have been produced as of today. We have just completed the data gathering phase and are presently coding the data for computer consumption. Therefore, I am unable to report to you on the outcome of this project except that we are very optimistic about the potential results.

Caution Needed in Systems Analysis Use

Through the experiences gained in the field and reinforced in the literature, I offer a note of caution to those who wish to employ systems analysis or operations research techniques to planning-management problems in the schools:

1. the new systems analysis team should select their projects carefully---select projects which may have immediate pay-off;

2. school systems can benefit from a thorough analysis of component parts before taking on a project that can become a nightmare due to the myriad of details and complexities involved;

3. an analysis of the intermediate phases of the larger problem should take into account the larger over-all objectives;

4. a thorough analysis and solution of most of the intermediate phases certainly makes a larger project much easier to solve;

5. like computers, operations research is relatively expensive. This means that operations research should not be employed on all problems, but only on those in which foreseeable gains over costs make a choice over other techniques of analysis;

6. operations analysis techniques can be applied efficiently to problems which are recurring in nature, rather than a one time situation, and where there is an opportunity to choose among alternatives;

7. selecting projects for these techniques includes problems where a real opportunity exists for quantitative study and measurement with a larger number of controlled variables and a small number of relevant, uncontrolled variables.[8]

Cooperative Educational Agency Could Provide Leadership

School systems must continue their efforts to incorporate the latest management tools into their management systems. However, contemporary management systems require sophisticated talents which include a command of the new knowledges of contemporary management. Can school systems find enough of these kinds of professionals? Further, if these professionals are available in number, can each individual school system afford the luxury of their employment under the "economy of scale" concept?

Presently, my answers are that there is not enough of these kinds of talents to go around and many small school systems cannot efficiently employ these talents. Therefore, it is my opinion that this professional expertise could be efficiently supported through some form of a regional or cooperative level of school administrative units. We must begin to consider alternatives to the present management systems in Appalachian schools.

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[8]Robert J. Thieraef and Richard A. Gross, Decision Making Through Operations Research (New York: John Wiley & Sons, Inc., 1970), p. 36.

P E N N S Y L V A N I A S T A T U S R E P O R T

Progress and Plans

Mr. Harold E. Fleming*

As a layman outside the sphere of academic and educational expertise, it is difficult for me to know what persons within those spheres believe to be the most technically feasible and advanced methods for improving education in the Appalachian region. I would, however, like to present an overview of the planning and implementation mechanism in Pennsylvania as it relates to the development of Appalachian projects and programs and some thoughts on the application of this mechanism to educational development.

The State Department of Commerce has overall responsibility for administering the Appalachian Act in Pennsylvania and Secretary of Commerce William T. Schmidt serves as Governor Shafer's official representative to the Appalachian Regional Commission. The broadly based emphasis and thrust of economic and industrial development programs within the Department of Commerce makes it particularly suited to administer the Appalachian development program. Commerce programs include industrial development, business services, travel development, Pennsylvania industrial development authority (industrial loans), community facilities and industrial site development programs in addition to the Appalachian program. The Bureau of State and Federal Economic Aid has overall responsibility for the program within the Department of Commerce.

Appalachian Act Fosters New Strategies

The Appalachian Regional Development Program was conceived in 1961; the Appalachian Regional Development Act was passed in 1965. It defined new strategies to foster economic and social development. The administration of that program requires constant decisions and expertise to be able to work effectively in fields such as health, education, planning, transportation and natural resources.

The Bureau of State and Federal Economic Aid receives technical assistance from other state level departments and agencies for technical review and assistance in the development of projects and in day-to-day administration of specific program elements. The most comprehensive of these is the State Planning Board, which performs valuable coordination functions between the various state agencies, and is responsible for drafting the State Appalachian Development Plan in cooperation with the Department of Commerce.

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The implementation of the Appalachian Act and the development of regional programs at the local level has increasingly been placed in the hands of what is called the Appalachian Local Development District (LDD). The LDD with technical assistance from the State is responsible for the development of many projects relating to economic growth. Each Appalachian LDD is a multi-county organization, designated by the Governor as being responsible for economic development within a given geographic area of the Commonwealth. There are currently seven LDD's serving the 52 counties of Appalachian Pennsylvania. Their membership generally includes county commissioners, industrial development organizations, travel promotion organizations, county planning commissions, etc. In some cases the LDD is itself a regional planning organization or is designated as an A-95 project notification and review agency.

LDD's Prove Effective

Now, with increased emphasis of the Appalachian program on the development of regional human resource and human service projects, the LDD has become more important than ever in securing public commitment, and bringing these projects to fruition. The importance of the LDD is emphasized by the effective coordination of state, federal, and local agencies, at the local level. The coordination of state and federal projects and establishment of regional priorities has been of particular importance in the wise allocation of dollars and the maximization of project impact. In summarizing the strengths of these LDD organizations and their relationship to the development of human resource projects several ideas are outstanding:

- Motivation - LDD's have been invaluable in stirring up widespread public interest in regional activities, developing institutional mechanisms for dealing with such problems, and securing local commitment.

- Planning - LDD's assist in, coordinate, and occasionally fill gaps in the planning process. They coordinate previously diffused but related efforts in a given functional area and reinforce the effectiveness of these organizations in maximizing available aid.

- Implementation - Being stable, viable institutions with broad regional perspective, the LDD's are particularly suited to deal with regional, multifunctional approaches. LDD's are adept and experienced at reaching solutions. This often requires "bird dogging" plans and projects to the funding and eventual implementation stage.

The Local Development Districts in Pennsylvania, through the Appalachian program, have become significantly involved in the development of a multitude of regional human resource development programs. Some of these programs are:

- A health planning and operational demonstration project in 11 counties of Central Pennsylvania, which will include the training of nurses and professional health personnel.

- A child development demonstration in six counties of the Turnpike District (in the area of Johnstown and Altoona, Pa.) which will be a comprehensive child development program including components of health, education, nutrition and day care for ages 0-6.

- "Operation Leader" where Appalachia in conjunction with the ESEA Title III organization is applying the use of systems techniques to the delivery of rural educational and social services in four counties of North Central Pennsylvania.

- In a 14-county area of Northwest and North Central Pennsylvania the LDD's are assisting in the development of a teacher in-service training project coordinated through several Title III organizations.

- Other programs relating to human resources are in operation or under development including: youth leadership, manpower training, a rubella immunization program, studies of graduate education as it affects regional development and other regional human development programs.

To summarize some of the preceding statements, it would seem that a new system for the planning and implementation of projects has developed in Pennsylvania with the aid of the Appalachia program. That system will provide both educators and those interested in social welfare with a new instrument to see their ideas refined and brought to fruition. LDD's which are the key to this new system will soon be organized throughout the 13 state Appalachian region and persons interested in regional programs should utilize these new and effective institutions.

P E N N S Y L V A N I A S T A T E D I S C U S S I O N

Discussion Leader - Dr. Douglas Bowman, Superintendent, Washington County Schools

Presentation by Mr. Donald M. Carroll, Jr.*

Let me give you some information on the background and functions of the Intermediate Unit in the Pennsylvania educational system. After World War II, Pennsylvania began looking at the size and number of school districts, and through a series of studies and a number of pieces of legislation, we finally got a school district reorganization law that took 2,220 school districts and created for all practical purposes a little over 500. Theoretically, at least, we built school districts large enough to do many of the things for themselves that in the past they had to look to another agency for, a middle layer, in this case a county office.

When the reorganization act was implemented it seemed logical to look then at the middle echelon, the county office, and see what role it should have. It was thought that perhaps by creating larger units, larger groupings of counties in many cases, we could provide a viable organization to do certain things. The question then became "What kinds of things? Should this be an administrative arm or should it be a program-oriented group whose main concern is to provide support of services to school districts?" We opted for the latter, so on July 1, 1971 we will have taken 67 county offices and created 29 regional units which we call Intermediate Units. Their primary purpose is to provide educational services for school districts that those school districts find they cannot provide either in sufficient quantity or quality.

Under the law the services are listed as unit administrative services, curriculum development and instructional improvement services, research and planning services, instructional materials services, continuing professional education services, and pupil personnel services.

What we are going to see developing in Pennsylvania is a service unit responding essentially to school districts, not to the department of education, and providing the kinds of services that school district personnel feel they need to fill the gaps in their present program.

To ensure that the Intermediate Unit is responsive to the school districts, the school districts will elect 13 of their incumbent directors to become members of the Intermediate Unit Board. In this way the school dis-

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tricts will retain considerable control. Another check will be through the Intermediate Unit Council which is composed of all the chief school administrators of the districts making up the Intermediate Unit. It's charged with advising both the staff of the Intermediate Unit and the Intermediate Unit Board.

Funding for the program is in my judgment the weakest part of it. Our General Assembly is very reluctant to appropriate substantial amounts of new funds, so we are taking the present amount of money budgeted for the county offices and by means of a formula redistributing that to the Intermediate Units. By a majority vote of their member school districts, Intermediate Units may also raise money from those school districts and they may receive federal grants, so we think we can put together a reasonably good package to start with this first year with a combination of those three sources.

Although the laws relating to special education and vocational education did not change, the Intermediate Units will have the option of operating these programs.

We are not thinking of the Intermediate Unit as another layer of administration. For purposes of certification, school construction, filing of reports and forms, budgetary checks and audits, a school district in Pennsylvania next July will do it directly with the department of education. It's for service matters that they can look to a regional group of people and put together the talents and money resources that might be available in a region in order to fill those gaps that might occur in their own programs.

Question Session

"Are first class cities like Philadelphia and Pittsburgh their own Intermediate Unit?" a participant asked.

"Philadelphia is a county itself, so Philadelphia City School District and Philadelphia County would qualify by size for an Intermediate Unit. Allegheny County including Pittsburgh would have made an ideal Intermediate Unit, but over the years certain animosities have developed between the city school district and the remainder of the county, so it was felt that Pittsburgh should remain separate from the rest of Allegheny County. Pittsburgh and Allegheny County are two Intermediate Units."

Another question was, "How did you arrive at the size of the Intermediate Unit?"

"In deciding the configuration of the Intermediate Units, we studied a number of different criteria used for services of this type," Carroll said. "We went to business and industry, and we visited 13 or 14 Intermediate Units nationally to see how they did this. No matter what kinds of factors you dealt with, it seemed to boil down to two -- numbers of kids to be served and the time it takes you to deliver the service -- so we came up with a factor of 100,000 children per Intermediate Unit and about one hour travel time from the central location to each school."

He explained, however, that the plan was not feasible in rural Pennsylvania where four or five hours driving time was required to find 100,000 children. As a result, the Intermediate Units now range in size from about 35,000 to 325-330,000 children with the average about 100,000.

Carroll was asked if the areas designated as service areas would greatly restrict the kinds of services that might be rendered by the Intermediate Unit.

"Our legislature in the very beginning wanted to mandate a common set of services for our Intermediate Units. We opposed that on the grounds that there was such a diversity that we would like to have some flexibility, that flexibility determined by the Intermediate Unit Board and Council. They should analyze their own needs and take the funds that are made available to them to propose programs that seem to be the best solution to the problems. In order to accommodate the General Assembly somewhat, this list of services was put in. It's sufficiently broad enough that you can do almost anything you want under it. We're going to interpret it very broadly."

He gave as an example the extension classes in the Allegheny County prison and in one of the youth development centers. According to the law, the authority for that Intermediate Unit to operate those classes appeared to have been taken away. However, under the interpretation of instructional improvement services, the Intermediate Unit was given the operational latitude that it needed.

"I might add," said Carroll, "that not every Intermediate Unit will offer all of these services. In fact, we have been advising people that the key to this thing is to do whatever you do well. It helps us put up a case that this is a quality program, it helps the Intermediate Unit staff put up a case with its constituent school districts."

Another participant wanted to know if difficulties were likely to arise between Intermediate Units and colleges. Carroll said that he did not foresee any problems and that cooperation would be encouraged. He also touched on the value of the Intermediate Unit to the college.

"It has been very difficult for our institutions of higher education to do such a simple thing as place student teachers because the amount of money varies and they compete with each other. I should think this could be worked out regionally if the colleges wanted to do it, and I would again like to think that it could be through the Intermediate Unit."

Carroll added that he hoped that college personnel would participate on the advisory committees of the Intermediate Units. He emphasized that the advisory committees were not limited to chief school administrators.

In response to a question concerning the availability of funds for demonstration classrooms in early childhood education through the Intermediate Unit, Carroll said, "I don't see it coming out of the Intermediate Unit budget.

I doubt that the constituent school districts would say 'We're willing to tax ourselves in order to have some demonstration classrooms set up.' With funds that can be made available through other programs, you might get what you want done and make that kind of thing available to the Intermediate Unit in your area. So I would think that there are ways to do it, but not through the Intermediate Unit route at this time."

"Do you see the Educational Development Centers playing a role in the Intermediate Unit structure?" was the next question directed to Carroll.

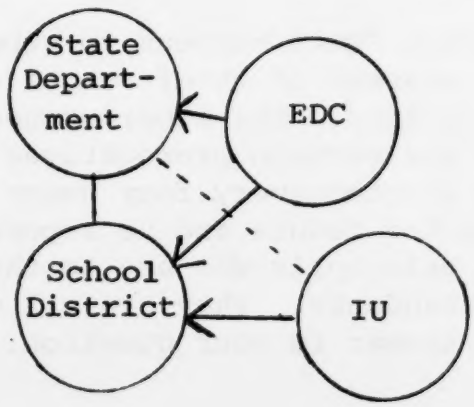
"About 1959, our 14 state colleges were asked to participate in the upgrading of the curriculum of the public schools by creating what we call Area Curriculum Centers, later changed to Educational Development Centers," he explained. "The colleges were asked to contribute a staff member to look around the college campus to see if there were people who might help develop courses and this sort of thing.

"Now these Educational Development Centers appear to be in conflict with the Intermediate Unit in a number of their services. For example, it's our feeling that when an Intermediate Unit chooses to provide continuing professional education, the Educational Development Center that formerly provided that service should back off. We do not want to have working with the department of education two units that we are participating in the funding of fighting with each other.

"Now, what's the future for the Educational Development Centers? Well, I see the wrap coming off them and instead of having them provide some of the day-to-day things that needed to be provided over a regional area, we'll probably have fewer Educational Development Centers, perhaps seven or eight.

"These Educational Development Centers would have a statewide boundary and they would deal with specific topics of research and development. For example, at Millersville State College, they have a very strong early childhood education program and it might very well be that with their experimental learning center they would take on some responsibilities for producing new and interesting things that would occur in early childhood education."

Carroll sketched the working relationship of the educational agents as he saw them. The state department and the school district are joined by an administrative line. The Intermediate Unit is a service agent to the school district, and the Educational Development Center eventually would serve as a development arm with the department and come into the school district when necessary.



"What we have right now is everybody getting in on the school district business, and the school district people are saying 'We're dealing with too many people,' and I think it's a fair criticism. With the EDCs more aligned to department statewide research and development activities and the Intermediate Units more aligned to services for school districts, I think that it makes a reasonably happy marriage."

Sam Craighead, director, AEL Pennsylvania Field Activity, continued the EDC versus IU discussion, "I've wondered if an Educational Development Center like we have in southwestern Pennsylvania, or a cooperative as we call it, couldn't still function in the area of program development. For instance, there are programs that school districts are going to need that are going to take a lot of time to develop and to carry through the evaluation stage. I don't know whether the Intermediate Unit can spend the time and the effort and the risk factor involved in developing those programs, so I see this as the kind of thing that a cooperative or an EDC might carry on as a service to the Unit. Then when the program is operational, it could be turned over to the Intermediate Unit."

"I agree with you completely," said Carroll. "Each Intermediate Unit will tailor-make its own program. It will describe for us its objectives, it will describe its relationship with other organizations in the area in the form of a project proposal. If the Intermediate Unit decides...to set up a relationship with EDC of California, and it seems like this is the best way of running the show, then certainly you're not going to get a lot of opposition out of Harrisburg. We're going to recognize more than ever before the variances within the state. We can try to help people within some reasonable region of configuration figure out the best way to solve their problems."

When a participant noted that the EDCs and the Intermediate Units seemed to be competing, a Pennsylvania educator replied that clearly defined guidelines would cause the concerns of both parties to disappear.

Carroll was asked to comment on the possibility of future population increases within the Intermediate Units.

"It's conceivable to me," he answered, "that in ten or 12 years it might very well be that we would be recommending to certain school districts that they are now so large they should go back and divide up again. I think that dealing with the management unit...you've got to be doing it on a regular basis."

In reply to the question "What happens to supervising principals?" Carroll said, "We had two classes of chief school administrators -- superintendents and supervising principals. The superintendent could deal directly with us in Harrisburg. He had his certain prerogatives and had higher standards for qualification and was elected every four years. The supervising principal had lower standards but he had tenure and he reported to the county superintendent. All supervising principals who are in their present jobs are blanketed in and they become superintendents. They are all elected every four years by their board. As a direct answer to your question, we are eliminating supervising principals."

Carroll concluded the discussion of the Intermediate Unit by giving an example of the kind of service a Unit would administer.

"Let's suppose," he said, "that the Intermediate Unit Council decides that they have a high percentage of emotionally disturbed children who really aren't getting a thing done for them, and they would like to have a diagnostic clinic established and some sort of work coordinated with the department of health. The Intermediate Unit could be charged with the responsibility of organizing such a diagnostic clinic, conducting the basic screening that would be needed, and making appropriate school referrals to the department of health for follow-up treatment."

In addition to the Intermediate Unit, Pennsylvania's vocational guidance program and the use of computers were touched briefly during the session.

Craighead who has been active in introducing VIEW (Vocational Information for Education and Work) in Pennsylvania suggested that it might be a topic that would interest the group since it is now being adopted statewide. In this vocational guidance program, students can learn about the world of work through comprehensive information contained on a microfiche aperture card which can be viewed through a special machine called a reader-printer which has been installed in their schools. This information quickly can be copied automatically, so the student can take it along with him for further study.

In the past few years, the state has spent about ten million dollars on the use of computers and feels it should be getting more for its money, according to Carroll. Consequently, six or seven regional computer centers probably will be set up in the future. Reports and forms from the department of education will be standardized, and the individual school districts will feed into the regional data processing center the data requested of them by the state. These regional centers, which will be state administrative centers, also could provide the districts with data they wanted.

Harold E. Fleming, planning coordinator, Appalachia Program; and members of the AEL staff, Mrs. Patricia Hughes, Early Childhood Education; Kemp Winfree, Vocational Guidance; and Sam Craighead, Educational Cooperative, served as resource people for the Pennsylvania session.

O H I O S T A T U S R E P O R T
Progress and Plans

Mrs. Lois Rush*

Soon after the passage of the Appalachian Regional Development Act, Ohio responded by creating its own Office of Appalachia to work within the designated area of Appalachia, a 28-county area in Southeastern Ohio (Ohio has a total of 88 counties). In October, 1967, the Ohio Office of Appalachia (OOA) became a part of the newly formed Department of Urban Affairs, which is the state coordinating agency, and the Director of the Department has been designated as Federal-State Coordinator. The office began preparing its state plan for the development of the Ohio Appalachian region -- one of the major responsibilities delegated by the enabling legislation. This plan, now completed, lays the framework for capital investments in the Appalachian region.

To date, the Appalachia Program is responsible for projects totaling $82 million; Appalachia funds total $32 million with the remainder being contributed by other federal, state, local and private funds.

In order to follow through with the planning process, all project applications come through Ohio Office of Opportunity for review and recommendation before approval by the Appalachian Regional Commission. Special research studies and projects also fall under the direction of this office. The state office also coordinates the activities of all federal, state, and local agencies involved in the Appalachian program.

Districts Provide Link Between People, Programs

All of the state is not divided into development districts. However, the 28 Appalachian counties are so divided into three districts which serve in many ways as the link between the people and the programs of Appalachia.

The Tuscarawas Valley Regional Advisory Committee (TVRAC), certified by the Appalachian Regional Commission as a local development district, serves eight counties. Serving Mid-Appalachia Ohio is the Buckeye Hills-Hocking Valley Regional Development Council (BH-HV). BH-HV is financially assisted by the Economic Development Administration (EDA) of the Department of Commerce and the Appalachia Regional Commission (ARC) and sponsored by both the Department

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*Director, Early Childhood Development, Ohio Department of Urban Affairs, Columbus

of Urban Affairs and the Department of Development. This council serves nine counties. Across the southern portion of the state is the Ohio Valley Regional Development Commission financially assisted by EDA and sponsored by the Department of Development, and serving eleven counties.

The three district executive directors and their federal-local funded staffs are responsible locally to district Advisory Boards made up of local elected officials, community development and planning officials, and businessmen within the districts. The Advisory Boards help suggest, review, and approve projects developed in the districts. The development district staffs are responsible for the initiation, formulation, and coordination of Appalachian, EDA, and other federally funded projects. In serving the people, they identify and evaluate the needs of communities throughout the districts by working closely with local officials and business and service organizations to establish priorities. Projects developed in this manner normally become a part of the development district plan. District plans may then be incorporated into an overall State Appalachian plan which is forwarded to ARC for inclusion into the entire regional program for the fiscal year. In the case of Buckeye Hills-Hocking Valley and the Ohio Valley Regional Development Commission, projects developed usually become a part of a district Overall Economic Development Plan (OEDP), a requirement of EDA.

No rigid program development guidelines have been established for the districts. Rather, each district has been encouraged to work out its own systematic approach in the development of programs in the light of local needs and circumstances. This latitude of action and flexibility given to the development districts is one of the many reasons for the continuing success of the Appalachia program.

Investments Concentrated in Growth Centers

Through basic research, Ohio Office of Appalachia has determined specific areas that possess the greatest potential for economic growth. Although they vary in their capabilities, these communities generally have exhibited recent indications of economic growth, have an existing urban population base with a relatively broad range of services and employment opportunities, and have certain locational or transportational advantages.

The Ohio Appalachia Plan recommended the designation of four regional, eleven primary, and fifteen secondary growth centers. These categories relate to the economic growth potential and service function of the areas. The main thrust of Appalachian investments is concentrated in these growth areas.

Four regional growth centers were so identified because of the location of large metropolitan areas just outside the Ohio Appalachian region. The small villages, unincorporated urban developments, and rural land which surround these areas possess a high potential for future development. Appalachian investments made in these areas are designed to stimulate this economic growth and to overcome problems restricting economic expansion. These regional growth centers include the Cincinnati area and Ohio communities adjacent to or near Huntington, Parkersburg, and Wheeling, West Virginia.

The eleven primary growth centers are communities where analysis indicates a major portion of the future employment base of the region is likely to be located. Investments in these centers are designed to further develop their competitive advantages by providing the public facilities and services needed to make the area attractive to increased private investment and growth.

Secondary growth centers are smaller communities where viable service bases have developed, and there is significant potential for economic growth. Appalachia programs which provide facilities and services that would increase the human resources of the areas are emphasized in the secondary growth centers. Education, health, and housing are priority investments for these areas.

Highways 'Open' Appalachian Ohio

Until recently, Appalachian Ohio has been a relatively inaccessible area. Curving hill roads, although pictorially pleasing, made direct and speedy transportation nearly impossible. The Appalachian Development Highway System consists of 294.4 miles in Ohio. Approximately 95 miles of this system are already in place in existing four-lane highways.

Investment funds have also been authorized for another essential aspect of the transportation system in Appalachia -- local access roads. These roads provide feeder links to development highways, interstate routes and directly to new industrial, educational, and recreational facilities. Once the barrier of poor transportation networks is overcome, the region can take better advantage of the educational and health services now being provided through other Appalachia programs.

Programs Designed to Improve Health Conditions

One of the major human problems of the Appalachian region has been that of poor health and an inadequacy of health treatment facilities. The mortality rate in Appalachia, for example, consistently ranks above the national average for various diseases. Compounding the health problem has been the shortage of physicians and allied health professionals.

The Appalachian program has been utilizing two approaches to improve the health standards of the Appalachian region. The first is the administration of demonstration health programs, and the second is assistance for health facilities. Each program approach is closely coordinated with state and regional health plans and programs to maximize the benefits from each project investment.

Seven counties in Appalachian Ohio were selected for participation in a continuing health demonstration program, because of known deficiencies in health services and their ability to sustain new health services and facilities.

The Ohio Valley Health Services Foundation, Inc., is responsible for health planning of the entire area. One major objective of the Foundation Demonstration Program is to construct or renovate and place an accredited hospital with emergency service and extended care within 30 minutes driving time of all area residents. Keystones for achieving this objective are two regional medical centers to be located in Athens and Gallipolis.

The two regional health centers will provide the staff, equipment and facilities to handle acute health cases. The less costly long-term care units will be located throughout the region so that patients can recuperate in familiar surroundings closer to family and friends. Eight hospitals have been selected for replacement, extension, or renovation under the health demonstration program.

Individual health projects are also being undertaken throughout the district. Experimental in nature, these demonstration projects will be studied and evaluated for their effectiveness in alleviating the health problems of the demonstration area.

Training programs for practical nurses, medical laboratory technicians, and environmental health specialists illustrate the variety of the demonstration health projects. Particularly innovative is a proposal under consideration to deliver health education and diagnostic services to rural hospitals via television hookup with state medical and research centers, such as exists at the Ohio State University School of Medicine.

As indicated, funds are also provided for the improvement of existing hospitals outside of the demonstration health area. Many hospitals throughout the Ohio Appalachian region have received funds through the program. In Zanesville, the Bethesda Hospital received $400,000 in Appalachia funds to supplement a $2.5 million addition of 88 long-term care beds and a rehabilitation center. The Bethesda facilities serve a five-county region. Other hospital projects approved last year under Appalachia funding were: Bellaire City Hospital ($360,491), Scioto Memorial Hospital ($326,667), the Highland County Joint Township District ($53,351), and the Marietta City Health Center ($16,499).

Appalachian Ohio has an abundance of natural resources but has suffered in the past from their misuse and abuse.

Plans Underway to Upgrade Natural Resources

Water quality control objectives are being achieved through the construction of new or expanded sewage treatment systems for Appalachian communities.

Available Appalachian funds for land stabilization, conservation, and erosion control go directly to individual landholders enabling them to carry out individual conservation practices. Projects for these purposes are confined to five Appalachian counties, which are closely related in area to existing or proposed watershed projects.

From years of indiscriminate surface mining, a portion of the Appalachian Ohio countryside lies bare. Such practices are now prohibited by Ohio law, but the scars of past injuries remain. Through the purchase of 8,000 acres of strip mine land in 1961, Ohio began its program of reclamation. Appalachian funds have been used for projects in this area.

For FY '70, a strip mine near Coshocton is scheduled for reclamation. Plans for the mine area include those for establishing an airport on previously-leveled land and creating an industrial park on the remaining land.

Manpower Training Gets Heavy Emphasis

With the current growth of industry and tourism in Appalachian Ohio, there is and will continue to be a need for more persons with skills in a variety of job areas. Manpower shortages already exist in specialized areas such as mechanics, machinists, school teachers, nurses aides,stenographers, and hotel and motel personnel.

Before the Appalachian program, inadequate educational programs and facilities within the region abetted outmigration and created a large pool of untrained manpower. The Appalachian program has struck at the heart of this problem with financial assistance for vocational-technical schools, elementary and secondary schools, public libraries, and educational television.

Since their inception, Appalachian programs in Ohio have assisted vocational and technical education with over eight million dollars in funds for construction and the conduct of special programs. Five new Appalachia funded vocational-technical schools are either in operation or, under or near construction stage. For example, The Tri-County Vocational-Technical School located in Athens was the first such school to be completed in Appalachian Ohio. Its total cost was over $2.8 million with $1.3 million of that cost contributed by the Appalachian Regional Commission. The Muskingum Vocational-Technical School located near Zanesville was the second vocational-technical school aided by Appalachian funding. Both schools are operational offering a variety of courses responsive to the manpower needs of the communities surrounding them.

The Muskingum School offers 23 programs to students at the high school levels in such areas as agriculture, business and office skills, distributive education, home economics, trade and industrial skills, health, shop work, and automobile mechanics. The school's technical institute offers courses in electrical engineering, mechanical engineering, law enforcement, natural resources conservation, mental health, executive secretarial skills, computer science, administrative management, water pollution control, retail midmanagement, and child development.

In the meeting following, representatives of the State Department of Education will discuss the educational planning districts, vocational districts, and the program of the Tri-County Vocational School in Athens, Ohio.

NDEA Provides Special Equipment Funds

The National Defense Education Act (NDEA) of 1958, Title III, as amended, provides matching grants to states (and loans to private non-profit elementary and secondary schools) for laboratory and other special equipment and materials. The purpose of the program is to strengthen instruction in nine subject areas: science, math, modern foreign languages, English, reading, history, geography, civics, and economics.

Prior to the Appalachian program, the school districts in rural Appalachia were rarely able to meet the 50 percent local matching fund requirement. With

supplementary grant assistance under the Appalachian program, most school districts are able to participate or increase their participation in the program. Appalachian Ohio outlays under NDEA jumped 20 percent in the first year's effort and have increased steadily since.

Most recent development is the establishment of the Inter-Agency Committee on Child Development by Executive Order of Governor Rhodes and the approval by the ARC of the Ohio planning proposal for this activity. As indicated by other speakers in discussing this subject, this committee is responsible for developing a state-wide program, with Appalachia operating funds, of course restricted to the Appalachian counties. Through this committee we hope to meet some of the challenges presented to us last night by Mr. Widner particularly in the areas of securing local involvement and even, perhaps, institutional change.

These are some examples of Ohio's interest, plans, and programs. We all agree, I know, it is only a beginning. I am proud to be now a part of such an endeavor and look forward to assisting in producing even greater results.

O H I O S T A T E D I S C U S S I O N

Discussion Leader - Dr. Gilford Crowell, Dean, College of Education
Ohio University, Athens

Presentation by Dr. Tom Quick*

My responsibilities cover to a great extent the area of district organization, finance, transportation and general administration. Although I have not been directly associated with the Appalachia program, my home county is in Appalachia and I gained most of my early experience in teaching and administration in the area just outside the northern edge of Appalachia.

Since my responsibilities concern district organization in the entire State of Ohio, it has become very apparent to me that there is a growing move toward regionalization and a recognition of the need to work together to solve our major problems. For the past ten years I have been closely involved with this effort and I think it is the way we must go. I see it coming in Ohio. For example, we have 631 school districts in Ohio yet we probably don't need more than 150 at the most. We have school districts that range all the way from less than 500 students to over 100,000 with considerable variety of opportunities between the two extremes.

This is my first visit to this annual meeting. I am attending because I've heard a lot about the work of this particular laboratory and because my personal interests coincide with the work of this lab. I wanted to see for myself what was going on.

What I have heard and the programs and ideas that have been presented during this meeting are of considerable significance. I see a lot of these things just about to happen throughout Ohio, and as result of increased federal funding particularly in the Appalachian areas.

I see two men in the audience who are doing considerable work with a large school district which is now being conceived in Ohio; they have the opportunity to do some exciting things. We are looking forward to a total county-wide school district within the next few years and I expect we'll see some multi-county school districts soon. The challenge and the opportunity is there for us. Probably two-thirds of the districts in Ohio need to consolidate as soon as possible in order to meet these educational challenges.

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*Assistant Superintendent, Ohio Department of Education, Columbus

Presentation by Dr. A. H. Shuster*

I'm interested primarily in teacher education - elementary education training - but I would like to discuss specifically our three special projects that are primarily concerned with Appalachian-type poverty programs. These projects also can contribute to the improvement of all elementary education.

We have been involved in the Teacher Corps program since its inception; we have trained three groups of interns. We got into the intern business five years ago when we first got the program on our catalogs and provided the opportunity for students to receive graduate credit for serving an internship. Thus we also became involved in the business of education in the field where training can be more directly related to the on-going activities of the teacher, since, after the first summer the interns were placed in a classroom. While they were in the classroom we were adapting our courses, making them more relevant to the kinds of students the interns were dealing with in the field. At that time we worked with Zanesville and with Parkersburg in Wood County, West Virginia. During the last year we have been working with Portsmouth and with Wood County. This has brought to us an innovative "playroom" at the graduate level, providing us an opportunity to try some things that we just weren't able to do under the traditional program.

I might say that the University made a commitment at the time we went into the Teacher Corps business. People from Washington came out to ask us if we were interested. Representatives from every college and the departments of the university were present to make this commitment to do whatever was necessary to establish the kind of program that would be applicable to kids in Appalachia.

At the same time we had applied for another grant administered by the Office of Economic Opportunity division for research, training and demonstration. We applied for funds to train 250 high school juniors and seniors as teacher aides. We were funded to train 150 the first year. We brought them on campus from economically depressed, low income homes -- kids who might not have made it in high school. We put these youngsters on campus and provided a counseling service for them. We had one college student to work with every four. They lived with the trainees during the summer. We gave the youth comprehensive training in areas such as children's literature so they could learn to tell stories to young children. We gave them experiences in art and music. They developed science materials and information so that they could take children on walks and field trips dealing with science. They received training in physical education and games to increase their skills in working with young children.

This experience provided them with $10 a week spending money. We found that when they got their first check they spent it entirely on non essentials such as candy. With their second paycheck they started asking the college students for help in selecting clothes or buying something to send home. A complete change in attitude, in terms of economics, came about through this experience.

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*Chairman, Elementary Education, Ohio University, Athens

The trainees went out for three weeks and worked at Head Start centers under our supervision to get actual experience with children. During the academic year their high school schedules were adjusted so that they could spend a minimum of an hour a day working as teacher aides. During this time we held seminars with them every two weeks.

The following year we were funded by only the demonstration division of OEO. At the end of that period we felt we were through; however someone from the Office of Education called and said "We hear you have a project we are interested in. Since OEO cannot fund it this year could you move it over here?" And so we trained another hundred aides. This past year we were placed under the Career Opportunity Program and we are currently training 70 students.

We circulated information to all superintendents to determine how many could employ teacher aides and gave this information to the students so that they could then seek employment.

A third project that we are concerned with (this will be our second year) is one funded through the Educational and Professional Development Act to train students at the graduate level to teach elementary methods courses in colleges throughout Appalachia. We were granted eight fellowships the first year, six the second. Of importance in this program is the fact that the professional courses that we teach on campus are individualized. The student pursues the course at his own rate and completes when he achieves all competencies designated in the guide that he uses.

We have just finished making plans for the second year of this program - it is a six year program culminating with the educational specialist diploma. This year we will have some of our students interning at Concord State College in Athens, West Virginia. Others will be interning in Meigs County, an Appalachian county in Ohio, where we will send some of our undergraduate students, four per classroom. The undergraduate students will be working as a team with the regular teacher under the direction of the intern. The intern (training to be a college teacher) will be teaching these undergraduates students on an individualized basis. They in turn will be teaching youngsters in the classroom on an individualized basis. This will all be under the direction and supervision of a major professor. So we will be individualizing our instruction in a professional sequence through the whole program from the elementary school, through the undergraduate and graduate levels.

One other program I might mention to you is conducted in cooperation with the State Department of Education. We will be working and providing leadership skills in the area of preschool education for selected personnel from six Appalachian counties. This is an effort to try to bring about an awareness of the need for early childhood education in the Appalachian counties as well as throughout Ohio. So we are attempting to stimulate interest in kindergarten as well as the preschool education or, as some people are calling it, early elementary school education, prior to the actual admission to the elementary school. We are looking forward to this experience this fall and will be working with parents, teachers, supervisors, special education personnel, school psychologists and others to develop skills that will help to bring about improved kindergarten programs as well as a total program for early childhood education.

Presentation by Dr. Monroe Johnson*

I would like to speak briefly about two projects. One is the inner city project which is underway at the present time in Cleveland, sponsored by the Board of Regents. This project deals basically with sending teachers into the Cleveland inner city area and then working intensively with them during the summer. The idea came about as a result of experience I had while working with the Cleveland public schools for a number of years. In the Department of Secondary Education we have frequently questioned and attempted to identify just what it is that is different about teaching in the inner city.

This project was funded with 40 teachers, beginning teachers, who were employed by the Cleveland public schools. They were to work in the inner city for one summer and then teach there in the fall. They were also to be involved in seminars during that following year. During the summer they visit in the homes of children, mingle with them on the playgrounds and conduct research on various aspects and characteristics of these particular children and their attitudes. Basically it is similar to any other teacher training program as far as contact is concerned but it's with a group of children which is really new to the teachers who will be working with them.

We are excited about it. We think we will be able to obtain considerable information which we can feed back into our college programs and which will be of considerable value to us. Eventually we will be able to develop specialized programs with the result that some of our teachers will be highly trained and well qualified to work with special clientele such as inner city residents.

My job at present is working with Upward Bound, an OEO project that was funded about five or six years ago as a pilot study. Now there are about 395 projects in the United States involving some $30 million and 25,000 kids per year. This project is to motivate unmotivated children to go to college. We identify them as sophomores in high school, start working with them to develop programs and bring them to the campus. They must be economically deprived, this is the first criterion. The family must be poor, earning no more than $3600 per year. We are working in 28 counties in southeastern Ohio through the community action programs. We maintain contact in 31 high schools and send guidance counselors into these schools to visit and identify these youths. Then we bring them to campus for intensified educational programs during the summer. They attend classes about 3½ hours per day, working with highly qualified teachers.

At the present time we have 65 youths from the first two years of the project who are in some kind of post secondary education. There are 15 in technical schools, the rest are in college. We feel that those who have finished the project have been very successful so far. We have 47 lined up to go into college and technical schools in the fall. We will end up with 100 youths on the Ohio University campus representing about $200,000 in financial aid, and that shapes up with almost any college or University today, when we start talking about that kind of money. I think this is a tremendous program with great promise. It is one of the few that I have seen that is really making significant contact with young people.

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*Assistant Professor of Education and Upward Bound Director, Ohio University, Athens

Presentation by Mr. Harry Davis*

The objective of vocational education is to fit in with the educational pattern in Ohio. We have structured this program to start in the kindergarten to sixth grades with a general understanding of and respect for the world of work. We intend to implement this program next year. In grades seven and eight the focus is on career orientation; this has been implemented. In grades nine and ten the emphasis is on vocational exploration and the program of grades eleven and twelve is concentrated on job preparation for the world of work.

At the last session of the Legislature, legislation was passed which alters the foundations of education in Ohio. The legislation requires that every school district in Ohio must offer a program of vocational education. This was a monumental piece of legislation, one which created considerable turmoil in the State of Ohio. The legislation requires that the school systems must provide a comprehensive program of vocational education for every youth and adult in the state who wants it.

At a subsequent meeting the State Board of Education, with some blood, sweat and tears (a lot of blood) adopted standards to implement these programs of vocational education. To meet the standards, which really are based on student population and ability to support, the districts must have a school population of 1500 students in the upper three grades and 3000 students in top priority for funding. This determines the eligibility of the school system. To meet the 1500 student minimum population, in other words, requiring a student base large enough to get a comprehensive program of vocational education structured, the legislature said we could do this in three ways - consolidate with other school districts, contract with other districts or private agencies or join together in a joint vocational school district which is the approach we have taken in Ohio.

As a result of the new regulations adopted by the State Board every school district in Ohio must submit a plan indicating how they intend to implement the requirement for vocational education. From the 631 districts in Ohio we now have 105 vocational plans which took all three of the routes of consolidation, contracting and joint vocational schools. So from these 631 districts we now have 105 different organizational plans for vocational education. We have 51 joint vocational school districts now organized. There are two that are getting approval from the State Board in addition to those already in operation. There are four which are in the process of writing their joint vocational school plan. There are 15 in operation and seven funded. Out of those 15 in operation, there are a few directly in the Appalachian region. Tri-County,Muskingum and Pike County joint vocational school districts are now in operation and have been for a few years. Clermont County is funded and Belmont County and Washington County are funded.

As a result of the vocational plans submitted to the department, every student in Ohio will have a minimum of 12 vocational offerings available to them in the system which offers the program.

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*Assistant Director, Vocational Education, Ohio State Department of Education, Columbus

Presentation by Mrs. Lois Rush*

I thought I'd mention a couple of points in greater detail about the child development program as we envision it. At this time only representatives of state departments are on the interagency committees. Health, welfare, education,mental hygiene and urban affairs (which has the state Economic Opportunity Office as part of it as well as the state Appalachia office) all have two members. The Board of Regents and Industrial Relations are represented as are the Ohio Youth Commission and the Bureau of Employment Services.

Beginning October 1, we will have representation from a new organization called the Rehabilitation Services Commission which will take the Bureau of Vocational Rehabilitation out of the State Department of Education and take the Bureau of Services for the Blind out of the Department of Welfare to comprise the new Rehabilitation Services Commission.

People also ask if we have a 4-C committee in the State of Ohio. We do, the Community Coordination Child Care Committee is the brain child of HEW. It's a concept of coordinated planning at the local level for services to young children. There is no money involved. It is not a program per se, but as I explained, it is a concept. Ohio was selected as a pilot state for one of these programs. At the same time the legislature established the new day care licensing program and an advisory committee was set up for day care licensing which automatically became the state 4-C committee. However it never really became functional, and then because it became so involved with licensing procedures, by executive order of the Governor, the new interagency committee was designated to give technical assistance to all 4-C committees; in that way it is taken out of the Department of Welfare. The ARC has approved the funding of field representative specifically for 4-C work.

One of the first things we hope to do is work with the project that has been mentioned regarding the training of teachers in preschool education. We hope to be able to furnish profiles right away on the six designated counties so that when the teachers enter these counties they'll know what services are available to them.

The Ohio session was concluded with a film strip presentation on the Tri-County Vocational Technical School in Southeastern Ohio. The AEL resource people for the meeting were Dr. Marie Snider, Early Childhood Education; Dr. Lynn Canady, Educational Cooperative; Mr. James Cooke, Vocational Guidance.

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*Director, Early Childhood Development, Ohio Department of Urban Affairs, Columbus

SIGNIFICANT ISSUES AND QUESTIONS IDENTIFIED IN THIS CONFERENCE

Observation Team Report

Dr. Eugene Hoyt*

I've been debating whether or not to tell a story that was used at a meeting of the ERIE Lab in Syracuse, which is, I think, pertinent to meetings of this kind.

It seems there was a family that had a pair of twins. One twin was an extreme optimist and the other was an extreme pessimist. The mother was quite concerned about it so she took the twins to a psychiatrist who said he would do his best to see what he could do about it. He brought the pessimist twin in and put him in a room with a lot of toys. Any kind of toy that would appeal to an 8-year-old boy was in that room. And the little boy sat in the middle of the room all day and didn't move a finger. At the end of the day the psychiatrist brought him out and asked him, "Now, why is it, with all these toys around, you just sat and didn't play with a single one?" "Oh," the boy said, "If I'd play with those toys I might scratch one. My mother would bawl me out and tell me to wait until my father came home. He would refuse to spank me and he would tell my mother that she was too fussy and before the night was over none of us would have any sleep. So I'm not going to play with any of those toys."

The other boy was brought into a room that was completely empty except for a pile of horse manure, a wheelbarrow and a shovel. The little boy looked at it and said, "Oh, boy, look at that." And he took the shovel and he moved the fertilizer from one corner and put it in the other corner. He dug in the pile and moved it back and forth from one side to the other. The psychiatrist said, "Well, the only thing I can say is that you certainly are an optimist. What in thunder do you find so amusing about that?" "Well," the boy said, "with all of that fertilizer, there's bound to be a pony around here somewhere."

Well, forgive me for the story but I think it's pertinent because with all this talk we've had in the past two days, there's bound to be a pony here somewhere.

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*Director, Education Activities Staff, Appalachian Regional Commission, Washington, D. C.

Observers Came With Specific Expectations

As observers, we all came with different expectations. I had certain expectations as an observer from the commission. I was looking for things that I felt the commission could help with. I was looking for things that were being done with the commission's help that might be explained in greater detail. All of us were looking for innovative ideas that could help our particular state. Several observers came wondering how the lab could contribute to education in general, if they could come up with a model that would set up regional agencies for total human development. Another hoped there would be demonstrations of ways to approach problems constructively, methods that would not be held back by tradition, techniques to help create a structure that would encourage involvement of people. Others came hoping to find that there were ways in which education would tend to relate not only to itself but to all other aspects of planning. We were looking for ways education could respond and react more quickly in terms of curriculum. In general, those were our expectations.

As a member of the commission I was looking for specific ways in which our education priorities were or could be implemented. Those priorities are to help state education departments to do more and better, long-range, comprehensive planning. There are four operational priorities, one promoting vocational education, one promoting curricula that would help children understand the world of work and be prepared to enter into a vocation. Another priority as you all know, is to promote early childhood education. Another is to improve the quantity and quality of teachers. And then there is the umbrella priority, the one under which we are trying to operate about four operational priorities promoting regional education agencies, those peculiar animals that the lab calls cooperatives.

States Present Significant Programs

We heard presentations by six states. I assume we did not hear everything that was going on in each state, because any one state could take this conference and run it for a week and still not present their total activities. We apparently heard that which each state felt was most significant in terms of Appalachian development. If this is true, we heard considerable emphasis on early childhood education and child development efforts. We were encouraged to find that many of these activities were for total human development and not just early childhood. We heard that child development means more than education; it means the whole spectrum of life and how this contributes to what a child knows and how that child knows that he knows. We heard a description of intermediate districts that were created by state statute. We heard other examples where an enabling statute has been passed permitting school districts to combine and cooperate to implement several programs of significance to that area. We heard discussions on vocational education and we heard of planning efforts by state departments of education.

I think it is well to underscore the definition of a need. Since the definition that I've heard agrees with mine, I think it is an excellent definition -- a need is the difference between what you would like to have

and what you have got. However, I think too often a lot of us who talk about educational needs don't go through the hard exercise to carry out this identification of the ideal conditions and then determine our present situation. Identifying your present situation precisely is a rather difficult procedure. You have to have some of that boring stuff called data and it's got to be hard data.

Education Planning Must Be Orderly

The first process in any planning effort is to decide the purposes of your organization. Then after you have identified your needs, you set certain goals. This is where the systems analysis process can help, although if the term scares you, don't use it. Just simply say you are going to try to achieve a certain goal, to get to a certain place at a certain time. Then when you have determined that, you begin to find out whether or not you are reaching those marks when you thought you would get there, and what it looks like once you are there. In other words, reevaluation and feedback are important.

This is the kind of thing that the education laboratories and the regional agencies can help with. One of the major problems has been that once you have determined needs, set goals, established a time schedule, prepared curricula material, and everything else, the program still has to be operationalized. This means that, in all likelihood, if you are going to do something different, the structure of your local school system will have to be different. So, if I were going to predict where major efforts of a regional agency or an educational laboratory ought to be directed, I would say it would be toward assistance in establishing as regular programs these proven educational products which we have demonstrated to be viable vehicles. Unless this can happen, the work of the lab, the work of the regional commission is going to be useless. Programs and research results must be put into operation in a regular school setting by ordinary human beings who are called teachers and administrators.

Need to Retain Emphasis on 'Kids'

Now this means, to repeat myself, a different organization than we now have. And it may mean different ways of working with kids. This is one thing that we didn't hear too much about. During this meeting we have heard a lot about mechanisms but we didn't hear too much about kids. I felt we could have referred a little bit more to the reasons we are doing this planning and what we expect our boys and girls to be after they have been through the process.

This indicates that there are many problems still to be solved. There are organizational problems, there are problems concerning how the teacher will be prepared to function within these new organizations; it also means expenditure of funds. However, it might not mean more funds. I don't know at this point. A traditional solution is: give me more money and I'll do more work, or I'll do a better job, or I'll be able to hire more people. But it may be that in the future work of the laboratory and of the commission we can demonstrate ways of doing more with fewer people. I don't know. At least the early childhood program that has been promoted by the lab has been able to function in this fashion.

And it may be that there are other innovations waiting in the wings for us to use in rural education, but we still don't have a procedure that is logical. Perhaps I'm expecting too much in the realm of education to talk about logic, but we need a logical way to apply federal, state and local resources to solving the problem of "how do we rear our boys and girls to be the kind of adults we would like them to be?" What is the federal concern? What is in the national interest to fund and what is not? How much local autonomy can we maintain if we increase federal and state funding? What is the responsibility of the state for the education of the individual child up the hollow? These questions will have to be expressed in financial terms as well as in organizational terms and I'm hoping that somewhere, sometime, someone will have the time, the knowledge and the wisdom to devise ways of involving all sectors of the national government in the participation of the education of boys and girls.

As I see it, through the laboratory, the commission, state departments of education, local districts, and a few of these strange animals that are beginning to emerge, these regional educational service agencies, boards of cooperative educational services, educational cooperatives -- all of us working together, perhaps, can begin to approach the tremendous problem of educating our people. What we are talking about, I suppose, is human engineering in a sense. We have a long, long road ahead of us. I think we've started.

Members of the Observation Team: Mr. Charles Tollett, Executive Director, Tennessee School Board Association; Mr. Forest J. Smith, Jr., Director, Civic and Community Affairs, Olin Aluminum Corporation; Mrs. Jody Smirl, member, West Virginia House of Delegates; Mrs. Thelma Stevens, Editor, Appalachia magazine; Dr. Robert L. Canady, Appalachia Educational Laboratory.

RESPONSE: PANEL OF REACTORS
Introduction

Dr. William Bost*

If we get lucky, we just may find that pony after all. We have with us this morning a panel of four people who will attempt to sort out some implications for two or three kinds of agencies from all this welter of stuff that has been boiling around here for a couple of days and we'll get that discussion under way momentarily.

Dr. Hoyt, with your permission, in addition to my "thank you" for coming and being with us, and for your remarks this morning, I would just like to say something about the matter that we were discussing informally last night. It strikes me that it's terribly important to our work and the kinds of concerns that we have as Appalachians, the directions we chart for ourselves. Perhaps one of our major difficulties is that we have not been able to grasp the long range picture. Perhaps we move too much from crisis to catastrophe. Perhaps we react too sharply to the exigencies of the moment and thus maybe we are blinded, or at least have partially obscured or overlooked existing alternatives that might be feasible if we could but get a long-term perspective of where we wish to go.

Appalachian-type Problems Common Throughout Nation

There isn't any question about it. Appalachia has some problems, grave problems in many areas. But they are not problems uncommon to other areas, other regions of our nation. We have, perhaps, some of them in greater abundance than do other regions of our country.

But what appears to be missing from my point of view, and this is the topic we were chatting about last night, is that not just as a region, but as a nation, we seem to be missing some marks. The real solution to some of our problems in Appalachia, the real solution to some of our problems in other sectors of our country,the real solutions to some of the appalling problems that face us in our major cities and sprawling suburbs, can be approached only, I think, if there is some over-arching logic or rationality to the approach to be taken.

The frightening thing to me is that I don't see that. I don't see an expression on the part of our government, speaking for 210 million Americans, that these are some of the things we ought to be doing in the last third of the century. Perhaps these times will pass. I certainly hope they will. But I do share, I think, a great concern with many others that this magnificent country of ours has reached some kind of a watershed. We run, I believe, a grave risk of having it pour off into a quagmire or, alternatively, perhaps, into a stream of real progress. This country, not just Appalachia, but all sectors of this country, somehow or other must again chart a destiny for itself, must again recapture the vision of what it might become.

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*Deputy Director, Appalachia Educational Laboratory, Charleston

Nation has Resources, Vision to Solve Problems

I think that if we can pull that off as a nation, the problems in Appalachia, the problems in the city, and the problems in other regions of our country can be approached with intelligence, with vigor and with courage. The solutions will come because this is an incredible arrangement we have in this country. It can do just about what it chooses to do. Certainly I believe that when we get around to making these hard decisions there will be some kind of expressed national policy, supported by our President and our Congress, in which we will say that for all 210 or 250 million of us, we will have a national policy (it may not ever be called a national policy), a national "sense" that we must achieve homogeneity of health, education and welfare for all citizens, Appalachians, Mexican Americans, blacks, the urban poor. When we can say that and really mean it, at that point we, as a nation, and the commissions created to assist us (ARC a case in point), we will have a base upon which we can proceed to attach some of our major problems as we head pell mell for the 21st century.

When that policy of homogeneity comes, when this nation will no longer tolerate the grossly poor, the inadequately educated, health services totally inadequate for a nation of this great wealth - when we really say that, through our elected officials, through our Congress, and when we believe it ourselves, then I think we are going to be able to make real inroads toward alleviating some of the basic problems that face Appalachia and, indeed, other sectors of our nation as well.

So I would hope that maybe that's the kind of long view. We must not despair that progress is made so haltingly. We must take courage, or comfort, in the fact that progress is rarely made on a sweeping edge, rather by and large there is a series of cutting, jagged edges, two up, one back - three up, two back. That's the way this arrangement of ours works.

If we can take some of the long views and if we can develop some of these long term commitments, I am confident that Appalachia not only will survive but, indeed, will prevail.

We have a panel of reactors with us this morning who will try to pull out some of the implications of what they heard and what they have seen and what Dr. Hoyt has just said to you. That panel will be introduced by Dr. Homer Mincy, Superintendent of Schools in Oak Ridge.

Reactor Responses

Chairman - Dr. Homer Mincy, Superintendent, Oak Ridge City System, Tennessee

Implications for State Departments of Education

Mr. John B. Himelrick, Sr.*

Normally, an apology for the absence of a speaker is necessary. For those of you who are not West Virginians a bit more detailed explanation for the absence of Dr. Taylor may be in order. We don't want you to think that the State Department of Education is at fault in its attempt to welcome you to West Virginia. However about a week ago the school men in West Virginia had almost 6 percent of their school budget literally taken away from them. Actually, we were told to create a 6 percent reserve, which constitutes about the same thing. Rather than to meet with you this morning, Dr. Taylor elected to be present at the meeting of our legislature, which has been called into special session to deal with the state budget.

My task is to point out to you some of the significant issues and questions identified in this meeting which have implications for state departments of education. I hope I've found some three "ponies" to suggest to state departments of education. I would apologize, first of all, for my lack of information about your specific problems in your department of education. Consequently, my views may be somewhat limited to my experience with the West Virginia State Department of Education. However I suspect that these ponies, if we may call them that, are recurring themes in every department of education.

First of all there is that issue of finance. It seems to me that there are implications here in the business of finance for state departments of education and I would divide that into two categories. The first of the two parts of this financial problem seems to be making better use of that which we have. I suspect that's the central theme of the conference here - the business of regionalization - looking for a better piece of organizational machinery - a better vehicle to deliver services to children - better than the rigid, inflexible, institutionalized forms into which we so often find ourselves locked. It seems to me that this issue of better use of present funds has direct implications for state departments of education to provide those models for regionalization which will actually enable us to make better use of the funds which are currently available. One suggestion -- I think that some place between a mandated, regional plan and a purely cooperative attempt to regionalize services must be the area that we're seeking. I think that if we mandate regionalization, particularly if we surround that mandate with inflexibility and restrictiveness, we have institutionalized along different lines. We're just as hard and fast and unreasonable if we

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*Assistant State Superintendent of Schools, West Virginia Department of Education, Charleston

draw hard lines because on every side of a hard line you will find people who are not flexible. They need to be flexible. And on both sides of those lines that we draw we'll find we will have the same recurring problems at those lines. Students, for instance, who can see a school but must drive 20 miles to get to another. Now, to make the lines cover greater areas and still maintain this inflexibility is just simply creating more problems.

On the other hand, purely cooperative regionalization is going, I think, to foster some of the current ills as well. It's going to be more difficult for those who "have-not" to cooperate than it is for those who "have." So we will be perpetuating inequality of educational opportunity when we allow only cooperative endeavors. There's nothing wrong with cooperative endeavors but if that is all that is the total state department effort I think we are remiss because we have not made provisions to bring the have-nots into the picture. It is traditionally true that the have-nots continue to be slower to come in.

The second part of this, of course, is the question of new monies. This may be somewhat of a dead horse but it seems to me that we, as educators, particularly at the State Department level, have been too prone to say to our legislators, "Your job is to get the money; our job is to tell you how much is needed and how it should be spent." I'm not sure our responsibility as educators ends with simply saying, "This is how much money we need and this is how it is to be spent," and feel no compulsion at all to provide some guidelines or suggestions for obtaining that money, to help identify possible sources of revenue.

I say that simply because it seems to me that as educators we are free from some of the political pressure legislators must work under which causes them to start out with the principle of raising tax money to provide equal educational opportunity, but somehow along the line allows them to be swayed by pressure groups and equal educational opportunity gets lost in the process. Legislators are prone to those kinds of pressures by virtue of their elected office, by virtue of their nature as politicians and by virtue of a lot of other things.

It seems to me that, as educators, we ought to be a step removed. We ought to be able to start out with a principle such as that of providing equal educational opportunity, say to ourselves in a rather hard and cold way, "Here is where the money is. Here is where it needs to be spent." We ought to be able to present to legislators realistic packages for obtaining money that will do the job that needs to be done.

Issue number one then, is finance and the implication for state department is simply this: we have the responsibility for assuming the leadership, both in better use of the money which we have and in seeking more and better types of funding for public education.

Issue number two relates to overall planning. I heard a great deal said about planning and we heard discussion on some programs, but I'm sorry to say that I did not hear as much as I would like to have, which indicated that the total planning was followed by total programing. I'm not suggesting that

those of you who demonstrated or talked about your programs had not planned for them. There is planning for specific programs. But I'm talking about overall planning at the state level, supported by evidence to suggest that the overall state program of education is tied directly to the planning that occurs. I think maybe there's some total planning going on followed up by piecemeal programs.

If we expect total planning to be of any real merit, it must be followed by a total program - not an isolated program - not a program of isolated parts - but a total program designed to realize the plan and it must be supported by a budget which is tied directly to the plan. I think we've got a huge gap which we must close. It's going to take some new terminology. It's going to take a whole new line of thinking to come to the place where we really do tie together. Total planning and total programing is foreign to us. We tend to think in terms of positions and line item budgets. I don't propose to have the answer but I do think that not enough was said at this conference to indicate that the total planning is related to the total program at the state level. This is a pretty good indicator that we are not doing as much along this line as we should.

Issue number three is that of inter-agency or multi-agency cooperation. I do not think that it's taking place to any great degree and, again, I'm not charging anybody with being negligent. I'm simply saying that it's something that we haven't done. We've coined the phrases for it - inter-agency or multi-agency cooperation. We've set up a few councils or committees but I doubt seriously if much of it is taking place.

Let me give you an illustration that would indicate that not much inter-agency cooperation is actually occurring -- even though the councils may exist, even though the terminology may be well defined. Dr. Gene Hoyt mentioned last evening that recently the ARC sponsored a meeting on inter-agency cooperation. People from various agencies in state government met people from other agencies in the same state government for the first time.

The implication for state departments of education in terms of inter-agency or multi-agency cooperation seems to me to be this: educators have traditionally been the full time providers, the parents, or <u>en loco parentis</u> as the phrase goes, the guardians of children, by virtue of the fact that some nine or ten months out of the year we have them several hours, five days a week. I think that we have felt keenly our responsibility for these children. At the same time health, mental health, welfare, other agencies in government, all kinds of them, have been delivering services to children. But they do not have the command, they do not stand as parents to those children. They do not stand in the same relationship to them that educators do. And that seems to me to put the monkey right on education's back. We must take the lead in bringing about real inter-agency cooperation. It isn't going to happen, I don't think, until educators make it happen. Until we call the auxiliary service agencies (because we are the parents of children -- parents in the sense that we have them 10 months a year, five days a week, several hours a day), I don't think it will happen. (Of course, when I say "we" I'm talking about education.) So the implication for the state departments of education is simply -- we need to take the lead in this effort.

Now, there are going to be some very severe battles. I can think of no better example than can be found in early childhood education. I think in the area of child development and pre-school education it's going to be real tough, a lot of decisions will have to be made regarding who's in charge, who's responsible for what. Educators do not now have the personnel, the skill, the training, and the facilities for child development programs. We do not possess those totally. Those skills and trained personnel are distributed among health, welfare and all these other agencies.

I hope it doesn't degenerate into a real battle about who's in charge. I don't really mean a battle in that sense. I mean there are going to have to be some sensible, reasonable solutions about who does what, when, within what kind of framework. Inter-agency cooperation is the only avenue to making those determinations. It won't be easy but it's there and I say again the state departments of education must assume this responsibility.

As I see them these are the three issues that hold strong implications for state departments of education.

Implications for State Education Associations

Dr. Edward F. Jirik*

It is my task this morning to talk to you for a short while concerning the reflections and responsibilities of the state education associations in this area of cooperative planning. Throughout all of the kinds of activities that the Ohio Education Association is currently involved in our foremost activity is one of priority setting. I say this with a professional staff of 58 members, a volunteer membership in excess of 89,000 people and with a committed legislative program that is reflective of membership desires.

Our greatest concern on the professional staff of the Ohio Education Association is how we can assert a definite constructive impact on the winds of change that are taking place in the schools of Ohio. Part of our responsibility is to be responsive and reflective, not only to the professional association's wants and desires, but also to the kinds of wants and desires reflected in each of the local communities. Our in-service program during the past two years has reflected this concern. Last year our focus was on the matters of relevancy for the classroom teacher. This year's theme was directed toward accountability -- how we can be more responsible for producing pupil growth.

Throughout this particular meeting we have been told that closer contact is now possible among people of the Appalachian Region because of the progress in transportation and communications. In former times, when these resources were limited, the development of the Appalachian regions was dependent upon

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*OEA Director of Instructional Services, Columbus

the local talent within each of the local boundaries. The progress of science and technology has changed this situation entirely and, as our previous speaker alluded, we in educational associations believe that there is greater necessity for collectiveness and cooperative planning. One of our state superintendents of public instruction in the Ohio meeting yesterday alluded to the fact that we currently number some 631 school districts in the State of Ohio. At that we are still over the number of effective, operational districts that both can staff the human needs and the classroom needs of the school systems.

The causes and extent of the financial crises confronting our rural areas and their schools, have been documented. However, the financial crisis in rural education is not the whole of the problem. The schools must also offer facilities and programs which are more responsive and responsible to the wants and desires of the community.

In the area of supportive services, more regional cooperation and planning with state and local government officials, local service agencies and federal aid programs are not only necessary but highly important if we are to spend the critically short public funds available. We must maximize these funds within the existing resources if we are ever going to have a commitment for new financial resources.

Associations Must Become More 'Sensitive'

When considering the area of regional cooperation, I feel that each state association (although I speak only for the Ohio Education Association) must become more sensitive to what the local school community wants. Throughout this particular meeting I heard people respond to the fact that they had some type of local commitment. Yet we well know that sometimes the local commitment is more an after-the-fact occurrence than a beginning development of most of our projects. We usually involve our clients after we want them to help support us rather than to help build the commitment in the initial stages.

I believe that greater involvement of all social agencies, such as education as it is now conceived, public health services, welfare services, public counseling services, transportation and others, may well focus on the educational establishment. But if this were to be done, it most assuredly means that there would be a loss of personal autonomy for local school people as well as these other groups as they learn to work together. This consortium of services will, in turn, cause a change in the public acceptance of the school's formal structure and organizational pattern. We will not know schools to be as they are currently structured. I can visualize a gradual disappearance of the formal school - the confining areas where we imprison boys and girls and, indeed, some of the instructors in our rather archaic approach to five days a week, so many hours per day. We are now realizing that education does and must take place in other areas than within the formal school setting.

With the changes of the formal structure of the school organization will come the necessity for a different look at staffing. This is where the professional association comes in. The representative policy-making assembly of the professional association in Ohio recently took action to consider investigation of different types of auxiliary staffing patterns. In this area of staff differentiation we can become more meaningful. We can become more viable and we can become more constructive in actually bringing into the educational climate many more local citizens. Consequently, greater community involvement and participation will be fostered through this decision-making process.

On-Going Teacher Training Essential

Basic to all of this change in emphasis, however, is a requirement for continuous teacher training. The media approach to education has been underscored throughout this particular meeting and I think this is one way to re-define the teacher's function. The new role will be as a facilitator of learning. Therefore, it will be necessary for all teachers to acquire the skills of stimulation rather than simply being the source person for direct contact learning. Curriculum areas have been given great attention by national authorities,regional laboratories and others. However, in my humble opinion this is of less significance than is the need to effectively utilize the human resources within and without the educational profession to make education more viable and more meaningful to Appalachia as well as to youth throughout our country.

All of this, however, is not a panacea because, when we talk about the consolidation and the coordination of regional activities we must in due consciousness state two concerns. First we must recognize that bigness isn't really the answer to all problems. We must be reminded that we have excellent examples in each of our respective states where urban areas are trying to decentralize. And one should really ask the question, if we in the rural areas are going in one direction, will we be passing our urban counterparts going in the opposite direction? Second, with increased development of cooperatives and concentrated activities focused on the local school level, there quite naturally will be more agitation and more formal negotiations and wage limitations imposed upon all aspects of the educational program by school personnel and their counterparts in the various service areas.

Associations Can Initiate Educational Change

What are the implications, then, for state education associations? I think they are threefold: a desire to help make a commitment for change that will make education throughout the state more viable for youth, the young adult and the adult. Second, a desire to become more cooperative in the decision-making process so that we can retain our best staff in the schools. And third, the desire to be more accountable in the public's eye as long as the public, in turn, realizes that it, too, must make a commitment in order to achieve expanded educational services.

Right now the schools are said to be taking on more and more responsibility for the development of the total child. Since we cannot deny this is our unified responsibility, I think, as the first speaker mentioned, the state associations and the state departments of education must work together to plan for regional cooperation and utilization within the three vital areas -- human resources, facilities and financing.

Implications for State Planning Offices

Mrs. Jean D. Smith*

At this meeting we seem inclined to be inspired by the phrases of our speakers. First, Ralph Widner's exhortation to sing in concert was picked up in a number of speeches; now Gene Hoyt's metaphorical gem has been already adopted. I expect that I would be remiss in my report on implications if I didn't draw the conclusion that we are to "sing together while we look for the pony."

I'll talk quite briefly about the implications of the discussions at this conference for our office, which is not a state planning office but a regional development office primarily concerned with the administration of the Appalachian Regional Development program. There are two levels of implications in the planning process. One is at the state level, in our state offices. This involves the setting of goals for the educational needs in terms of Tennessee's needs. It also involves defining situations and problems. This includes the gathering of data, the hard data that Gene Hoyt was talking about, so that we can accurately describe where we are. Third, it involves setting objectives to achieve the goals that we have previously identified. And, fourth, program implementation -- in our case this involves the use of the Appalachian Regional Development Act to attain the goals that we have set in the state.

The second level of implication is at the local community level. This involves providing information to local people about possible solutions for problems they have perceived in their locality. We may engage in various kinds of information giving, we might steer people toward appropriate agencies, we may indicate the role of our office in their problem solving, we may act as coordinator between a number of programs and we may provide assistance in application development and the packaging or relating of various programs.

In addition, our activities would involve the development of relationships between local people and the development district structure. We would encourage local people to work with the districts which have planning capabilities and which represent decision makers in the area. This would insure that the education planning at the local level fits into the overall planning program for that region.

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PRIORITIES AND PLANS
FOR THE FUTURE DEVELOPMENT OF APPALACHIA

The Honorable Jennings Randolph*

In recent weeks there has been much interest in the census reports as released by the federal government. In some instances predictions have been proven correct and in others the forecasters have again been shown to possess the usual human shortcomings.

It was 10 years ago that the last census pointed up in rather dramatic terms many of the problems of the Appalachian region. At that time cold, hard statistics showed clearly that the freewheeling days of careless dependence on a largely one-industry economy had come to a halt.

There was an awakening to the past neglect, at least in part, of Appalachia and a new realization that something unique was needed if this region were not only to compete economically with the rest of the Nation but to provide a good life for its citizens.

The result was new thinking and new institutions, such as the Appalachian Regional Commission and the Appalachia Educational Laboratory.

Now we are beginning to see the fruits of these innovations and can look more hopefully to the future. Those of you who heard Ralph Widner on Sunday night know what has been going on in the Appalachian region and have a good idea of the direction in which we are going -- not, I stress, without your very real contributions.

The 1970 census and what it means for Appalachia, both in terms of what has transpired in the past decade and the indications it gives for future action, is of concern.

Appalachian Population Stabilizing

First it is obvious that many of those involved in the affairs of Appalachia missed their mark with predictions of a significant population growth in the past decade. It is apparent that several governing factors, notably a lower birth rate, were not properly considered. Accordingly, the regional population increase of only about one percent was below estimates.

And while the ten-year population trend as a whole looks discouraging, particularly in states like West Virginia, a closer analysis softens this blow. We are told that two or three years ago a turning point was reached at which the net outward migration virtually stopped.

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*U. S. Senator, State of West Virginia

Portions of southern Appalachia now are actually areas of in-migration and the trend appears to be moving northward. Information indicates that the out-migration movement should stabilize in central Appalachia within the next year or two.

This is encouraging news and is indicative that our efforts have not been in vain.

Meanwhile, however, there has been concern and considerable wounded civic pride over the greater-than-expected population loss in West Virginia. To a degree, I can understand this. We have accepted the notion that big is best and population growth is a mark of progress. It is therefore damaging to our collective ego to find that, despite all our labors, there continue to be fewer people within our boundaries.

Development Goal - 'The Good Life'

I hope preoccupation with numbers will not become so compelling that the real goals of Appalachian development are obscured. Producing a larger population is not an end in itself. What we must strive for is a happier, more secure and productive life for the people who live here, however many of them there may be living in this state.

Yes, there must be opportunities and encouragement for people to stay here if they want to remain in their homeland, and for those persons who come into the area from other sections of the country. And if this good life is available in our mountains, then there is a lesser need to worry about declining populations.

Population shifts, though, do give added emphasis to the necessity for altering existing institutions and creating new mechanisms whereby the wishes and needs of citizens can be met effectively.

Government, Education Revisions Essential

Prominent among these is the need in many instances for government revision. The population decline in West Virginia, for example, strengthens what I believe are already real reasons for thinking about serious alterations to the structure of government.

As you know, many of the ways we act today are the end products of historical development that may bear no rational relationship to contemporary needs. In West Virginia, to take the situation with which I am familiar, there are 55 counties, each with its own courthouse and full set of local officials and government organization. This may have been necessary 100 years ago when travel was difficult, particularly in these mountainous areas, and county seats needed to be reasonably accessible.

Today, of course, public affairs can be conducted over a large area, and the local government structure under which West Virginia operates is probably ripe for serious revision. The same holds true, I hardly need tell you, for educational systems, operating as they do under the same restrictions not

only of geography but of laws and regulations tailored for an earlier day. With new and improved roads we have strengthened our educational system through consolidated schools.

Consolidation Movement Noted

There is movement -- slow, but real -- toward consolidation of local governments and, perhaps just as important, cooperative efforts among local governments with common problems. This trend, I believe, needs to be nurtured and expanded, especially in Appalachia where we acknowledge that the resources are inadequate to realistically cope with the accumulated demands for public services.

I am aware of the practical problems involved in any consolidation of governmental units. There is, however, a challenge to which cooperative effort and increased efficiency can contribute to the strengthening of local institutions.

I am glad that organizational streamlining has been encouraged through the Appalachian development program and educationally through the laboratory. The local development districts organized under the sponsorship of the Appalachian Regional Commission are, in my thinking, an important breakthrough in getting varying groups to join ranks in a common cause.

This movement has not progressed as far in West Virginia as in some other states or as I would have hoped, but this state has moved in other areas, including the creation under Appalachian sponsorship of a central information system on federal grants coming into the state. This type of government modernization is an important part of the entire Appalachian development effort.

There is also another, perhaps less apparent, need in Appalachia. This is the requirement for capital funds with which to finance economic development.

The problem is not necessarily a shortage of money in the region. It is, instead, a question of pooling these funds and encouraging their investment in Appalachia. A recent study by the Appalachian Regional Commission disclosed that in a 60-county area covering parts of West Virginia, Virginia, Kentucky and Tennessee, $51 million in local capital was invested outside the area in one year.

This problem is recognized, and steps are being taken to correct the situation. Again using this state as an example, the West Virginia Housing Fund was created by pooling money from 74 banks in the state. This money, much of which was leaving the state, is now being used to build much-needed housing in West Virginia.

I think we all recognize that Appalachia's greatest resource is its people. This fact is coming more and more to be generally accepted. It is evident in what I see as a new spirit among the people of Appalachia.

Hope and enthusiasm are rapidly replacing the despair and resignation that we accepted as the norm not too many years ago. I am convinced that the creative nature of the Appalachian efforts and the results they have produced have released and fostered the growth of this spirit.

Citizens have rejected the notion that failure and deprivation need not be their fate. With the encouragement of you and people like you, people, including youth, are coming to know that a better life is available, but it can be had only if we are willing to work together.

Appalachia's Future Rests with the People

We in government and industry and business can provide the tools and the assistance, but in the final analysis the future of Appalachia rests with the people. I do not pretend we have done much more than make a good start, but we not have a base on which to build.

The Appalachian development in which we are engaged is already having an impact outside the region. This unique form of federal-state relationship has proven to be a viable concept and is being scrutinized throughout the country.

President Nixon's recent meeting with the Appalachian governors in Louisville is indicative that our work is being studied in the highest circles of government. What is going on here in Appalachia could well be the pattern for changing certain government operations throughout the United States.

Much good has been accomplished in Appalachia, and I know we will have even greater accomplishments ahead.

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